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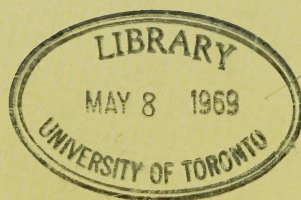




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Government  
Publications

FIRST REPORT  
  
AND REVIEW



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CANADIAN COUNCIL ON RURAL DEVELOPMENT  
1967

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The Honourable Maurice Sauvé, P.C., M.P.,  
Minister of Forestry and Rural Development,  
Ottawa, Ontario.

Dear Mr. Minister:

I am pleased to submit herewith the first Report and Review of the Canadian Council on Rural Development, dealing with its constitution, its activities since its inception, and the general conclusions drawn from the work accomplished to date.

Yours very truly,

David Kirk  
President

December 1967



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## FOREWORD

In 1961 the Parliament of Canada passed the Agricultural Rehabilitation and Development Act, which quickly became known by its initials A.R.D.A. In fact, "ARDA" from its beginning has had the air of a national movement. Its original concept was heavily agricultural, in the sense that the initial focus of concern was the problem of relieving the plight of the low income farmer. This focus has broadened rapidly to embrace the position of all disadvantaged and low income rural people, and the title of the Act has correspondingly been changed to the "Agricultural and Rural Development Act".

The Act that established ARDA was very brief and very comprehensive in its terminology. It provided a general mandate to undertake programs of land use, soil and water conservation, research and "rural development", on a Federal-Provincial cost-sharing basis. It gave little direction on specific program and methods. But it was enthusiastically welcomed by many because it held out the hope of tackling the problems of farm and rural low income problems at their roots. Though not specifically spelled out in the Act, in idealistic terms the new message which came with the Act was where people have been left behind by the march of unplanned economic and technological change we will:

- 1) assist in providing for the better use of resources, natural and human, where they are now ill-used and unproductive,
- 2) assist in providing improved economic opportunity where this opportunity does not now exist, and
- 3) call upon the people concerned - who are disadvantaged and need help - to participate democratically in this effort to improve their position, out of respect for their right to determine their own lives, and out of recognition of the contribution they can make to working out solutions to their own problems.

Shortly after Parliament passed the Agricultural Rehabilitation and Development Act in 1961, a "Resources for Tomorrow" conference was held in Montreal. This was attended by 700 people, some from government, but most

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of them not. Their range of experience and interests extended to just about everything that exists above and below ground, in the lakes and in the seas surrounding Canada. This diverse group focused attention on the need and mapped out general approaches to rural development. The Canada Department of Agriculture set up an ARDA office (later to become the Rural Development Branch of the Department of Forestry and Rural Development) and the provinces began to organize their ARDA administrations.

By the spring of 1962 the Federal ARDA had drafted proposals for an ARDA agreement and submitted them to the provinces. In the fall of that year, the federal and provincial governments signed the first General Agreement on Rural Development.

The aims of this agreement were to put marginal land to better use, to develop income and employment opportunities in rural areas, and to develop and conserve soil and water resources. This gave rise to a welter of studies and investigations into the human and physical resources of rural Canada.

Action projects too emerged from the first agreement, but, even more important, much was learned about problems of rural development and of the approaches required to solve them. In 1965, this experience bore fruit in the Federal-Provincial Rural Development Agreement, 1965-70. While social and economic development and conservation were still the basic ingredients, the new agreement broadened the scope of ARDA by shifting the emphasis from agriculture to the betterment of rural living standards by all available means, including agriculture. It also provided for a federal contribution of \$125 million over the five years, to be matched with a similar contribution from the provinces. Significantly, in this second agreement, requirements for ensuring people's participation in rural development area planning were specifically set out.

The next development was FRED (the Fund for Rural Economic Development) which was enacted by Parliament in May 1966. This created a federal fund of \$50 million (later increased to \$300 million by Parliament in early 1967) for comprehensive development in areas

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that are bogged down by reason of a lack of social capital, inadequate provision for education and an economy that cannot advance without considerable help. The concepts set out in this new legislation grew directly out of the ARDA experience and in fact followed closely the provisions in the 1965-70 ARDA Agreement for special rural area development. The new Act, however, provided an enlarged fund of money, a long-term basis for its expenditure and a definite framework for Federal interdepartmental and inter-agency co-ordination of action. The general FRED approach is this: after a thorough investigation of the problems and potential of the area by a federal-provincial task force, a comprehensive development plan is drawn up which calls for a planned investment by the provincial and the federal governments. The Fund is used to pay part of the cost of a wide range of development programs and the comprehensive plan calls as well for financial and technical aid from other government departments and agencies, and the participation of the people of the area in overcoming common problems.

Such are the bare bones of rural development in terms of acts and agreements and initial aspirations. There has inevitably been criticism, questioning of aims and methods, and real problems of achieving public grasp and understanding of the patterns, principles and degree of progress emerging from such a complex, various and experimental program.

Also very significant has been, in the period since ARDA was established, an increasing preoccupation in other contexts and in other administrations with the way in which government can constructively intervene to make the social and economic system work better in a world of rapid change and rising wealth. "Man-power policy", "area development policy", the "war on poverty" have all emerged as ideas and programs, confirming and supplementing the original ARDA concept and broadening its application.

The notion that, if you are going to plan and intervene in peoples' lives and in the economic and social environment in which they live, the people affected have a necessary place as participants in the process - that it is not merely a field for experts and bureau-

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crats - remains a centrally important one. The role and contribution of the independent professional in the several disciplines that bear on rural development has also been a matter of concern. Nor is there yet anything like a full consensus regarding the most desirable extent of such participations, or regarding its real significance for development. As part of this picture it has accordingly been from the first a question of considerable importance what advisory, non-governmental bodies should be formed, and how they should function. At federal level, the question of what advisory institution should be established by the Federal Minister has been from the first under review by the government, and by interested organizations.

# REPORT AND REVIEW

## PART I

### NATURE OF THE COUNCIL

The Agricultural and Rural Development Act (ARDA) states\*:

*"The Minister may, in order to carry out the purposes and provisions of this Act, establish such advisory committees as he deems necessary and appoint the members thereof".*

This is an almost routine legislative authority. In December, 1965, however, the Minister of Forestry and Rural Development utilized this authority in a most un-routine way by taking what must be considered a new, bold and challenging initiative. This initiative was to establish the Canadian Council on Rural Development, an advisory body:

- 1) with a high degree of independence;
- 2) fully in control of its own affairs;
- 3) with a small Secretariat exclusively responsible to the Council and with its own budget;
- 4) with an authority and responsibility to publish its findings and recommendations;
- 5) with a role in furthering and promoting widespread and informed public discussion and action in the complex and still too little understood area of subject matter known as "rural development".

The membership of the Council is in two basic parts:

- (a) National and regional organizations (for listing see APPENDIX "B") all of whom are concerned, in their particular organizational affairs

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\*9-10 Elizabeth II, c.30, section 6, 1 (June 23, 1961) and as amended by 14-15 Elizabeth II, c.11, section 7 (May 12, 1966).

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and interests, with the problems of rural people and the concepts of rural development in some of their aspects. The individuals who are on the Council representing these organizations are named by the organizations themselves, rather than by the Minister, thus ensuring the representative nature of and responsibility of the Council.

- (b) Individuals (for listing see *APPENDIX "C"*), named to the Council by the Minister, by reason of their special professional expertise and experience in the various disciplines and fields of activity that must be brought to bear on the subject of rural development.

The Council is, therefore, of a mixed professional and representative nature. The diversity of perspectives which such a membership provides is one of the Council's important strengths. As a Council it will study, report and advise on rural development problems and policy. As the legislative authority indicates, then, the mandate and responsibility of the Council is primarily to advise the Minister of Forestry and Rural Development. But the concept of the Council is that the most effective exercise of this mandate and responsibility will be achieved if it functions in such a way that:

- (a) it provides a means for the exploration of new directions and concepts;
- (b) it stimulates public discussion and dialogue on basic policy issues and problems;
- (c) it prepares and disseminates to the public improved information on rural development programs, policies and problems, and
- (d) it creates better understanding, national organizations of rural development policy and programs, and their greater involvement in such programs, and their development.

The Council will not only, therefore, advise the Minister in the narrow sense, but will, hopefully, assist in providing a public environment for the Minister in which understanding of and thinking on rural development will be greatly stimulated and improved.

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But central to its conception is the participation in it of non-governmental organizations. By virtue of their membership in the Council, all such organizations are provided an improved opportunity, and charged with a responsibility, to better inform themselves and their memberships. By this means, in their own affairs and programs, they can more strongly and constructively participate as organizations in the important business of the development and application of policies for the greater good of farm and rural people and the better development of the natural and human resources of rural areas.

*APPENDIX "D"* of this report contains the formal statement, developed and approved by the Council and the Minister, of the STATUTE, CONSTITUTION AND MANDATE of the Council.

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## PART II

### THE POSITION OF THE COUNCIL IN ITS CONSTITUTIONAL SETTING AND IN RELATION TO GOVERNMENTS

As was entirely appropriate, the Council at its very first meeting devoted careful attention and discussion to the nature of this new institution in its constitutional aspects and its relation to government. This is a matter of great importance.

The Canadian Council on Rural Development is a federal institution, in the sense that it is established by the federal government, and has on it no provincial representation as such. The nature of its field of interest, however, makes it self-evident that the work of the Council will involve the study of provincial programs and require the co-operation of provincial governments, agencies and administrations, as well as federal ones.

The Council believes that its existence as an institution is not only appropriate, but very necessary. The fact that programs of rural development involve the activities of both provincial and federal governments, and the activities of many departments and agencies at all levels of government (as well as of non-governmental institutions) makes extremely critical the need for a broad and integrated perspective on rural development questions, and the need for the communication of the findings and recommendations of the Council to all parts of the public and to the institutions involved (governmental and non-governmental). At the same time, the difficulty of a variety of governmental agencies adequately performing this task of integrated analysis is particularly real in this field.

All this highlights not only the need for the Council, but the wisdom of its having a position of independence. Without such independence and a firm principle of public rather than private exercise of its advisory functions, a federal institution in this area would be in a difficult position.

Without too far anticipating later comments on the substance of rural development policy questions, it

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is appropriate in this section to note that the terms of reference of the Council are, properly and necessarily, broader than the terms of reference of the ARDA Administration itself. One matter that will have to be kept under review is the desirability of looking toward the careful and adequate development of liaison and relations with organizations and agencies at provincial as well as Federal level. It is already apparent moreover that as the Council proceeds with the examination of rural development policy in its many facets and complexity, especially the institutional and administrative complexity that necessarily exists in this field, that the Council will have to include its own nature and functions, and the evolution of its own structure, in that examination.

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## PART III

### THE WORK OF THE COUNCIL IN ITS FIRST STAGES

#### DEFINITION AND PROCEDURES

The broad conception of the form and nature of the Council was established by the Minister of Forestry and Rural Development. But it was inherent in this conception that the Council itself should, from its very beginnings, participate in the definition and structuring of its own terms of reference, forms of organization and principles of procedure. It would choose its own Chairman, and select its own staff and define the job specifications. In short, little or nothing was "given" beforehand. In an important sense the Council was charged with giving itself its own form, definition and meaning.

This unusually democratic and participating concept has been adhered to by the Minister with great faithfulness. The Council appreciates this and believes in the fundamental correctness and validity of the approach. It is convinced that a strong and constructive new institution of government is in process of being established. Council members are aware of the high degree of responsibility upon themselves, and the very great challenges that the implementation of such a concept involves. The Council has, its members believe, applied itself diligently to the exercise of this responsibility and has made real progress.

This challenging new concept has required very careful working out of procedures and understandings, and considerable breaking of new ground in organizational terms. Necessarily, a good deal of Council time has been occupied in its early stages with such matters.

*APPENDIX "E"* sets out the formal RULES OF PROCEDURE which have been adopted by the Council and *APPENDIX "F"* gives a full RECORD OF MEETINGS held by the Council. The Council has an Executive Committee which has been particularly active in these early organizational stages. Of particular significance in the RULES OF PROCEDURE are the decisions:

- (a) that the Council will make its recommendations publicly;

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- (b) that will in general refrain from arriving at conclusions and recommendations except on the basis of documented study carried out by the Council, and
- (c) that it will follow a policy of the fullest possible publication of work done by and for the Council.

### INITIAL WORK PROJECTS AND COMMITTEE PROCEDURES

Nevertheless, the Council has made a real start. It has commissioned four important studies that are necessary as a basis for the continuing work of the Council, two of which are completed.

One study has surveyed in some detail the views and activities, as related to the area of rural development, of the organizations represented on the Council. This is important basic background information, for the public interested in such matters, and for the Council itself. This survey and analysis has been done under the guidance of a committee of the Council. It will shortly be published by the Council, and will be available to interested parties.

A second study, essentially a broad preliminary survey and assessment of research programs and activities under ARDA has also been commissioned and completed, under the direction of a special committee. Here again the work has been in the nature of foundation-laying for the continuing work of the Council.

The third study, soon to be completed, is essentially a reconnaissance survey, assessment and comparative analysis of ARDA programs and policies as they now exist, at federal and provincial levels. This and the fourth study are being carried on under the direction of a Committee of the Council.

The fourth study is an examination of manpower policy and programs in Canada, with special reference to rural and agricultural aspects and implications.

It has been from the first philosophy of the Council that it should aim for the widest possible involvement of Council members in the work, and for the maximum utilization of the considerable special know-

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ledge and experience of members in many fields of organizational activity and in many professional disciplines. The Council is therefore following the procedure of assigning important phases of its work to the hands of Committees. These are responsible to Council for elaborating and clearly defining the requirements for effective examination of their assigned terms of reference, for arranging for necessary study and research to be done by competent personnel, and for assessing and developing policy conclusions from such study and research, for consideration of the Council. The findings and recommendations of the Council, which are reported in a later chapter of the report, are in major part based on Committee work and findings.

### MEETING OF COUNCIL

The Council itself, in five meetings, has also spent a significant amount of time acquainting itself with the nature and scope of ARDA activities, probing and mutually learning to understand and assess its members' views, and receiving and discussing reports in the important field of integrated low income rural area development. Specifically, the origins and nature of the Northeastern New Brunswick project, and the very extensive social action and planning exercise undertaken and now completed by the Bureau d'Aménagement de l'Est du Québec (BAEQ) were examined at some length in the meeting of the Council held at Levis, Que. At this meeting senior personnel connected with both the New Brunswick and the BAEQ undertakings met with the Council and outlined and discussed the two plans involved, as well as the means by which these plans were developed.

Of particular interest to the Council were the concepts and procedures of social animation which went into the BAEQ program, and the quite different process through which the Northeastern New Brunswick plan had evolved.

The Council at an earlier (its second) meeting received a broad perspective on the work and philosophy of the ARDA Administration from reports from senior ARDA personnel, and discussions with them.

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The Council plans to continue to utilize its meetings, in part, not merely for examination of documents and conduct of business, but to make direct contact with personnel and programs in operation across the country, and in this way get a more immediate and concrete impression of programs and policies than it might otherwise be able to obtain.

It is worth emphasizing perhaps, that the subject of "rural development" is a complex field. Views not only of specific policies and methods, but on the goals and philosophies themselves of rural development, may be sharply at variance, within and outside the Council. For this reason the Council believes that if it is to do its job, and arrive at useful consensus, it must not only study reports and draft recommendations, but must as a group attempt to include in its activities opportunities for intimate and immediate contacts and experience with rural problems, people and programs.

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## PART IV

### FINDINGS AND RECOMMENDATIONS

#### A SEARCH FOR UNDERSTANDING

It would, in the opinion of the Council, be presumptuous and more disruptive than constructive, for it to attempt, in view of the brief time so far available to it for study, and on the basis of the relatively limited amount of investigation and analysis so far conducted, to attempt to arrive at definitive conclusions and policy recommendations. The fundamental directions of policy are too unclear and too numerous, the social and economic goals and concepts involved too varied and often too undefined, the administrative and institutional problems too complex.

If the Council is to make a contribution its role must be a constructive and forward looking and integrating one. Policies and recommendations which direct attention to program and administrative details, unrelated to well-formulated concepts and goals, are unlikely to be more than marginally helpful at best. The Council's purpose is not merely to criticise, or to lay down dogmatic conclusions. It is to participate in the development of better policies and programs. For this purpose its thinking must be broad, and conceptually clear and constructive. It is this improved perspective, improved advance identification of basic trends and needs, and improved clarity of purpose that are most needed.

#### RECOMMENDATION

Even at this early stage in its study, nevertheless, the Council has been forcibly struck with the need to emphasize a number of basic principles and considerations that should shape and guide rural development programs and policy:

1. From its very inception, two fundamental concerns have motivated ARDA. One is to improve the disadvantaged income and living conditions of low income rural people. The second is to improve the effectiveness of the use of our natural and human resources. The starting point

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for the first concern is a preoccupation for the immediate welfare of certain groups and individuals within our society. The starting point for the second is concern for the realization of the development potential of our society in both economic and social terms.

It is already quite clear to the Council that while there is no profound or necessary conflict between these goals, there are grave dangers inherent in not clearly identifying and distinguishing between them. Development of programs which are shaped and motivated by the welfare objective, to the neglect of sound developmental concepts, can lead to failure to adequately achieve either objective. The sorting out of this question will be early and continuing preoccupation of the Council.

The Council would wish to emphasize also that there is an urgent need for all agencies concerned, Federal and Provincial, to now undertake examinations of programs, plans and policies especially from the point of view of avoiding these dangers. In 1970, ARDA will be entering into a new, perhaps longer-term, agreement with the provinces - an agreement which will have a profound impact on the course of development activity over the next decade. It is of great importance that to the maximum extent possible the requirements for such an agreement be thought out in the light of the most far sighted concepts possible of the meaning, purposes and methods of rural and regional development.

2. In practice the first years of ARDA were marked by a concentration on physical resource development projects and research. Since 1964, however, there has been a clear shift in emphasis to the betterment of rural living standards. The main method by which this is to be accomplished is through comprehensive regional or area planning providing for development programs and actions extending over a considerable period of time (e.g. 10 years). A new Act, the Fund for Rural Economic Development Act, provides the mechanism and part of the substantial amount of money required to carry

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out this development program. It is characteristic of such plans that they concentrate existing programs of all levels of government on an area within the focus of an overall development strategy. In some cases special arrangements can be made to adapt ongoing programs so that they can meet the needs recognized in the strategy. Where such adaptation is not possible the Fund for Rural Economic Development may be used to pay a part of the cost of special programs. Such integrated planning and activity has introduced new techniques of inter-governmental and inter-agency co-operation.

When an Agreement is signed between Canada and a province the area it defines becomes known as a Special Rural Development Area. There are now three such areas. In addition, there are several more areas under intensive study. (For listings see *APPENDIX "G"*).

The Council is basically convinced that the regional planning approach to rural development is a sound one, permitting as it does an integration and co-ordination of action on all fronts in tackling problems, and a long-term planning context in which they may be worked out.

Yet it appears to the Council that the dynamics of the growth of our modern economy are making urgent the need that our concepts of the region, and of the potential and nature of regional planning be broadened and continuously re-examined and refined. There are many vital questions that remain wholly or partially unanswered.

For example, it seems likely that the regional planning approach should be thought of as being generally applicable guiding development in all rural areas, and not merely in particularly disadvantaged regions. Recognizing that there are questions of priorities involved here, nevertheless the sooner a more comprehensive framework of goals and concepts for development is constructed, the better.

Also a matter of some concern is the need for broadening and refining our concepts of regional

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goals, and growing out of such goals, our concepts of the region itself, so that they may be the most valid possible, and the most suited to constructive developmental planning. Concepts of urban development and of rural development must almost certainly be combined into an integrated concept of the region.

Finally, in this connection, regional development must be conceived and treated as a continuing process, into which must be built means of carrying on and utilizing processes of evaluation and new research. The Council is convinced that adequate research is an essential adjunct to development, and indeed that the research function must be a part of any developmental process.

It will be the aim of the Council, as it proceeds with its work, to place considerable emphasis on these matters, and to document its thinking, related in concrete terms of the situations and problems Canadians are facing, and to the values and goals to which they wish to be committed, nationally and regionally.

3. The Council is deeply impressed by the rightness and necessity of commitment to the proposition that planning and development should be a process in which the participation of the people concerned in the planning process is effectively achieved. This concept of the use of new forms of non-governmental participation in planning, development and indeed welfare programs is at the heart of the "community development" concept, and in the opinion of the Council altogether sound. Much study of and clarification of this concept is needed, and this will be leading concern of the Council.

The Council recognizes that it, itself, represents at a particular level one aspect of the application of this participation principle. It will, therefore, be necessary for the Council to devise effective processes of communication and participation with the public, with its member organizations, and with ARDA. Though the exact techniques and processes by which this "participating" role can best be achieved

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are far from fully developed in the thinking of the Council, it is clear at least that the Council must be outgoing and involving, rather than private and separate, in its activities (as for example in its programs of public information; its processes of consultation with non-governmental groups and agencies; its working relationships with governments and administration).

4. The Council wishes particularly to emphasize a point which while it may seem self-evident can often be neglected. This is, that if one is speaking of the economic and social well-being of the individual in our society that the adequacy of policies of education and training are central to the achievement of real and lasting success. The fields of education and manpower policy will therefore be important ones for continuing Council study.

### THE MANY APPROACHES TO "RURAL DEVELOPMENT"

The Council plans to make the subject of its 1968 annual report an examination of the question "What is Rural Development?". One thing that has clearly emerged from the Council's deliberations is that no discussion in this field proceeds very far before significant difficulties and differences of goals, conceptual framework of thinking, value judgements, theoretical economic assumptions, political predispositions and sheer semantic misunderstandings arise.

Consider merely the following partial listing of concepts and terms which emerge in any discussion: "rural development"; "development oriented programs"; "welfare oriented programs"; "war on poverty"; "social participation"; "community development"; "environmental technology"; "national goals"; "regional goals"; "cost benefit analysis"; "program evaluation"; "way of life"; "value system"; "rural region"; "rural-urban region"; "social immobility"; "culture of poverty"; "optimum resource use"; "balanced regional development"; "conservation"; "planning"; "economic adjustment"; "social adjustment"; "economic rationalization"; "agricultural adjustment"; "growth centred regions"; "administrative co-ordination"; "manpower policy"; "programmed research".

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None of these terms and phrases is meaningless, or useless. No degree of generality can be obtained in any discussion of rural development problems without their use. But it is clear that the individual assumptions, judgements, biases and aspirations that for the user of them they may reflect can vary widely.

There is no doubt whatever that there are differences in values, and in political, economic and social goals. It is very important that the existence of differences in values and in political, economic and social goals be recognized, since the task of policy-making is to recognize this and to reach a practical and constructive reconciliation.

There is a constant problem also of adequately and meaningfully relating conceptual goals, principles and theories to concrete programs, concrete problems, and concrete courses of action. This must be done to give direction and coherence to rural development programs. In concrete terms, ARDA programs consist of such things as soil improvement works; community pastures; water control and conservation works; industrial parks; vocational training; provision of housing; use of consultative and co-ordinating committees of various kinds at all levels; research into technological methods; research into markets; sociological research; establishment of parks for conservation and recreation; planting of forests; encouragement and/or subsidization of business enterprises; building of roads, dams and bridges; tile draining of farms; holding of leadership training courses; compilation of inventories of resources; purchase of farmland and consolidation of farm holdings; provision of farm credit; payment of grants for re-establishment and resettlement; stepped up and new educational programs, and so on. The selection, application, co-ordination, setting of priorities, and determination of the scale of such programs is of course the crucial test. It is clear that the opportunities for constructive effort, and equally for misapplication of money and effort, are very great.

All this is why the Council feels strongly that it can make a contribution by bringing a better perspective to what is being done, and an increased degree

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of precision and clarity in answer to the question "What is Rural Development?". Hopefully, also, it will be able to achieve a consensus on how the nation should proceed to do the job better.

The Council, in concluding this, its first brief report on its activities, wishes to affirm its conviction of the basic soundness of the conception on which it has been founded and its encouragement at the progress that has been made in laying a firm foundation on which to proceed with its work.

## APPENDICES

### APPENDIX A

#### OFFICERS OF COUNCIL

(for the term of office starting December 16,  
1965 and ending March 31, 1967)

CHAIRMAN:	Dean N.R. Richards
EXECUTIVE COMMITTEE:	Mr. W.B. Baker (until December 1, 1966)
	Dr. Gérald Fortin
	Mr. David Kirk
	Rev. J.N. MacNeil
	Dr. Pierre-Yves Pépin

#### SECRETARIAT

ACTING EXECUTIVE DIRECTOR:	Mr. Roger August
ASSISTANT EXECUTIVE DIRECTOR:	Mr. Roger St-Louis (starting September 6, 1966)

# CANADIAN COUNCIL ON RURAL DEVELOPMENT

## OFFICERS OF COUNCIL

(for the term of office starting April 1, 1967)

CHAIRMAN:	Mr. David Kirk
EXECUTIVE COMMITTEE:	Mrs. W.H. Clark
	Dr. Gérald Fortin
	Rev. J.N. MacNeil
	Dr. Pierre-Yves Pépin
	Dean N.R. Richards

## SECRETARIAT

EXECUTIVE DIRECTOR:	Dr. Gaétan Daoust (starting October 13, 1967)
ASSISTANT EXECUTIVE DIRECTOR:	Mr. Roger St-Louis
SECRETARY:	Miss Diane Hébert

APPENDIX B

ORGANIZATION MEMBERS

- Atlantic Provinces Economic Council  
Le Conseil Economique des Provinces de l'Atlantique  
*PARKS, Mr. Arthur C. (Director of Research)*
- Conseil d'Orientation Economique du Bas St-Laurent  
*BELZILE, M. Charles-Eugène (Directeur)*
- La Fédération des Caisses Populaires Desjardins  
*CHARRON, M. Paul-Emile (Directeur Général Adjoint)*
- Federated Women's Institutes of Canada  
*COATES, Mrs. Wells (Convener of Agriculture)*
- Institut Canadien d'Education des Adultes  
*DORAIS, Dr. Léo (Membre)*
- Confédération des syndicats Nationaux  
Confederation of National Trade Unions  
*LEGARE, M.F.X. (Directeur Régional)*
- Canadian Forestry Association  
*RAYNAULD, M. Robert R. (Président)*
- Canadian Chamber of Commerce  
*SMALL, Mr. R. Lawrence (Member)*
- L'Union Catholique des Cultivateurs  
*SOREL, M. Lionel (Président Général)*
- National Council of Women of Canada  
*ABELL, Dr. Helen C. (Member)*
- Agricultural Economics Research Council of Canada  
Le Conseil de la Recherche en Economie Agricole du  
Canada  
*ANDERSON, Dr. Walton (Director of Research)*
- Canadian Welfare Council  
Le Conseil Canadien du Bien-Etre  
*PORTAL-FOSTER, Dr. C.W. (Director of Research)*

## CANADIAN COUNCIL ON RURAL DEVELOPMENT

The Conservation Council of Ontario

BERRY, Dr. A.E. (*President*)

Indian-Eskimo Association

CLARK, Mrs. W.H. (*Past President*)

Canadian Labour Congress

Congrès du Travail du Canada

FRYER, Mr. John L. (*Director of Research*)

Fisheries Council of Canada

O'BRIEN, Mr. C. Gordon (*Manager*)

National and Provincial Parks Association

WADE, Mr. F.A. (*President*)

The Co-operative Union of Canada

SIEMENS, Mr. R.W. (*Director*)

National Farmers' Union

ATKINSON, Mr. Roy. (*President*)

Canadian Association for Adult Education

BAKER, Dr. Harold R. (*Member*)

The Canadian Federation of Agriculture

BENTLEY, Mr. J.M. (*President*)

Canadian Wildlife Federation

La Fédération Canadienne de la Faune

CUMMINGS, Mr. Gordon J. (*President*)

Western Canada Reclamation Association

CARTER, Mr. T.R. (*Manager of South East Kelowna  
Irrigation District*)

(to March 31, 1967)

APPENDIX C

INDIVIDUAL MEMBERS

- GRAHAM, Dr. John F.  
(Head, Dept. of Economics and Sociology)  
*Dalhousie University*
- MacNEIL, Rev. J.N. (Director, Extension Department)  
*St. Francis Xavier University*
- FORTIN, Dr. Gérard  
(Directeur du Département de Sociologie)  
*Université Laval*
- PEPIN, Dr. Pierre-Yves  
(Professeur à l'Institut d'Urbanisme)  
*Université de Montréal*
- KIRK, Mr. David (Executive Secretary)  
*The Canadian Federation of Agriculture*
- RICHARDS, Dr. N.R.  
(Dean of Ontario Agricultural College)  
*University of Guelph*
- RUTHERFORD, Brig. T.J. (Past Chairman)  
*Farm Credit Corporation*
- VAN VLIET, Dr. H.  
(Professor at Dept. of Agricultural Economics)  
*University of Saskatchewan*

(to March 31, 1967)

# CANADIAN COUNCIL ON RURAL DEVELOPMENT

## APPENDIX D

### STATUTE, CONSTITUTION AND MANDATE

#### *Council:*

There shall be a national advisory council on rural development which shall advise the Rural Development Administration and the Minister of Forestry for Canada on rural development questions, and which shall be called alternately The Canadian Council on Rural Development or Le Conseil Canadien de l'Aménagement Rural.

#### *Membership:*

This Council shall consist of not less than 25 persons or more than 40 persons.

#### *Distribution:*

There shall be no formal provincial representation on the Council but normally, Council should have members from all Provinces in Canada.

#### *Composition of Council:*

Associations and organizations in Canada interested in rural development, and to be designated by the Minister of Forestry, shall each be invited to name one member to the Council. Persons so named shall constitute no less than half of the Council at any time. Each organization or association may review its representation on Council annually and report to the Minister its appointment to Council for the coming year. The remainder of the members shall be named by the Minister.

#### *Term of Office:*

The Minister shall invite associations and organizations to participate in the Council for an initial period of three years. Individual members named by the Minister shall be named for an initial period of two years. No member of the Council shall be excluded from reappointment.

## FIRST REPORT AND REVIEW . . . 1967

### *Chairman:*

A Chairman shall be appointed from the membership by a majority vote of Council. The Chairman shall hold office for two years and may be elected for more than one term.

### *Executive:*

There shall be an Executive Committee consisting of five members of Council appointed from the membership for a period of two years.

### *Membership Exclusion:*

No member of the Council shall have an employee relationship with the Government of Canada or with the Government of any Province of Canada.

### *Associations and Organizations:*

The Council shall look to association representatives to keep the Council informed of the views and concerns of their organizations, on rural development problems as those organizations see them, in light of the Council's continuing work and findings.

### *Function and Purpose:*

The general role of the Council will be to advise the Minister on the scope, direction and implementation of Canada's rural development program and policy. Within this general framework the Council would fulfill several important functions, chief among which would be:

- (1) To consider specific questions referred to it by the Minister.
- (2) To provide a forum for the expression of views, comments and suggestions by national organizations with a direct and active interest in rural development, and to provide a vehicle for the orderly transmission of these views to the Minister.
- (3) To facilitate consultation between the Minister and leading experts in the various disciplines connected with rural development by providing a permanent structure, for such consultation.

## CANADIAN COUNCIL ON RURAL DEVELOPMENT

- (4) To ensure continuity and coherence in Canada's long-term rural development policy.
- (5) To facilitate public understanding — particularly academic and organizational — of Canada's rural development program.

### *Reference to Council:*

The Minister may refer to the Council for its consideration and advice such questions relating to the operation of the Rural Development program or such other questions as he desires. The Council shall, following such reference, estimate when it will complete its investigation and forward a reply.

### *Initiation of Examinations by Council:*

In addition to investigating and reporting upon all matters referred to it by the Minister the Council may investigate such other matters relating to rural development as may be decided by a majority vote of the Council.

### *Quorum:*

A quorum shall consist of half of the membership of the Council, plus one.

### *Procedure:*

The Council may make rules for regulating its proceedings and the performance of its functions and may provide therein for the delegation of any of its duties to any special or standing committees of its members.

### *Staff:*

The Minister may provide the Council, from the public service of Canada, with such technical professional, secretarial and other assistance as the Council may require.

### *Information:*

The Minister shall make available to the Council such information as the Council reasonably requires for the proper discharge of its functions.

## FIRST REPORT AND REVIEW . . . 1967

### *Travelling Expenses and Per Diem Allowances:*

Members shall serve without remuneration, but each member is entitled to be paid his normal travelling expenses incurred, with the approval of the Minister, in connection with the work of the Council and may, with the approval of the Minister, be paid an honorarium of fifty dollars for each day he is necessarily absent from his home in connection with such work.

### *Meetings:*

The Council shall meet at the call of the Chairman, which may be in response to a request from the Minister. The Council shall meet at least twice a year.

### *Minister Advised:*

The Minister shall be advised of all meetings of the Council and all committee meetings of the Council and shall receive all reports and proceedings of such meetings.

### *Minister May Attend:*

Minister and/or his designated representatives may attend meetings of the Council and committee meetings of the Council.

### *Observers:*

The Chairman may invite observers to Council meetings and shall consult with the Minister as appropriate.

### *Studies and Other Investments:*

- (1) Council may, at its own discretion, undertake studies which shall be financed from the budget of Council as established annually;
  - (2) Council may ask the ARDA Administration to finance and carry out studies on its behalf in co-operation with Council; and
  - (3) Council may recommend that the ARDA Administration finance and carry out studies,
- but, in the case of (2) or (3), should the Minister

## CANADIAN COUNCIL ON RURAL DEVELOPMENT

not approve a request for a study, he shall outline the reasons for such rejection in a letter to the Chairman of the Council.

### *Publication of Findings and Views:*

The Council shall be free to publish its views, and reports and the results of any studies in which it has participated or which it has had prepared on its account after these have been presented to the Minister. The Council shall prepare and publish an annual report.

### *Council Year:*

A year in these Terms of Reference shall mean twelve months beginning April 1 and ending March 31.

*Adopted by The Canadian Council on Rural Development in Ottawa at its meeting April 14, 1966.*

*Approved and signed by:*

*Signed by:*

Maurice Sauvé,  
*Minister of Forestry.*

N.R. Richards,  
*Chairman of the  
Canadian Council  
on Rural Development*

# FIRST REPORT AND REVIEW. . .1967

## APPENDIX E

### RULES AND PROCEDURE

#### *Recommendations:*

Council will make recommendations only on the basis of work considered by Council.

#### *Publications:*

Council will publish all findings and recommendations as well as the supporting material upon which the findings and recommendations are based.

All contracts let by Council shall reserve for Council all rights of publications.

#### *Public Statements:*

The Chairman, in consultation with the Executive, may make official statement in public but, in general the media of communication will be official publications or reports.

#### *Contracts Awarded by the Council:*

No member of Council should be under contract to Council nor should assume a major share of any Council study.

Association with a university or other institution under contract with Council does not automatically disqualify anyone from sitting on Council. The Chairman must judge whether the relationships arising from the contract will constitute a conflict of interest.

Council members can accept fees and expenses from a Council contractor providing these fees do not constitute a major share of the contract cost.

#### *Members of Committees:*

Members of committees established by Council shall be appointed by the Chairman on the advice of the Executive Committee.

Membership of such committees shall consist only of members of Council, but this will not in any way restrict the use of advisors who are not members of Council.

## CANADIAN COUNCIL ON RURAL DEVELOPMENT

Each year, the Chairman, on the advice of the Executive Committee, has the privilege of reviewing the nominations of members sitting on committees established by Council.

### *Attendance:*

Council expects regular attendance by delegates of member organizations and individual members but recognize that absence will occur. Too frequent or consistent absenteeism on the part of a delegate or an individual member would, however, denote a lack of seriousness toward the deliberations of Council.

In the case where a delegate or an individual member is frequently or consistently absent from Council meetings the Executive Committee may report the case to the Honourable Minister of Forestry and Rural Development.

### *Alternates:*

#### A) Members representing organizations.

##### Since:

- i) it would be preferable to have only one official representative for each of the the organizations that are members of Council in order to ensure continuity of participation,
- ii) it is not always possible in practice to meet this requirement,
- iii) the most important thing is to make sure that organizations take part in the discussions and activities of Council

each organization may name one representative who may sit on Council as an alternative for the official representative already appointed.

The attendance of an alternative will be considered by Council as an exceptional measure, which, too often repeated, would denote, on the part of an organization, a lack of seriousness toward the deliberations of Council.

In the case of too frequent use of this practice by one or several organizations, the Executive Committee may report the case to the Honourable Minister of Forestry and Rural Development.

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### B) Individual members:

Since the criteria taken into consideration in the selection of people appointed as individual members are more closely related to the individual himself, under no circumstances could individual members of the Council be replaced by a substitute.

### C) Members of Executive and Projects Committees.

Since:

- i) the specific nature of the tasks of the Executive and ad hoc or standing committees,
  - ii) the relatively restricted number of members sitting of Executive and ad hoc or standing committees,
  - iii) a continuity in the participation of members of Executive and ad hoc or standing committees,
- under no circumstances should members of these committees, be replaced by alternates.

### *Elections to Chairmanship and Executive Committee:*

#### A) Nominations.

A form will be sent to each Council member indicating that he may nominate one person for Chairman and five others for positions on the Executive Committee.

#### B) Candidacy.

The Executive Director will contact each member who has been nominated to determine whether the member will stand for election, as nominated, to be Chairman or for member of the Executive Committee.

#### C) Election.

The election for Chairman will be held first.

##### i) Election to Chairmanship.

Ballots on which will appear the names of candidates for the Chairmanship will be distributed to members. Each member will vote for a candidate by marking an "X" in

## CANADIAN COUNCIL ON RURAL DEVELOPMENT

one block on the ballot that has been given to him. All ballots will then be counted by the Executive Director and the Assistant Executive Director acting as returning officers. The candidate receiving the most votes will be declared elected.

In case of a tie election, the Executive Director will name those who have tied and another election will be held to decide among them. The process will be continued until the tie is broken and a candidate declared elected.

When the Chairman has been elected, all other candidates who have been proposed for the Chairmanship will automatically become candidates for the election of Executive Committee.

### *ii) Election to Executive Committee.*

The name of the elected candidate for Chairman will then be removed from the ballot for Executive Committee.

Ballots, on which will appear the names of candidates for membership on the Executive Committee will be distributed to members. Each member will vote for five candidates by marking an "X" in five blocks on the ballot that has been given to him. All ballots will then be counted by the Executive Director and the Assistant Executive Director acting as returning officers. The five candidates receiving the most votes will be declared elected.

In the case of a tie election for the last position on the Executive Committee, the Executive Director will name candidates who have tied and another election will be held to decide among them. The process will be continued until the tie is broken and a candidate declared elected.

### *Duties of the Executive Director:*

The Executive Director shall carry out the duties outlined for him in the "Statement of Duties" for

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his position and he shall be responsible for the management of the Secretariat.

In respect of the relationship between Council and the Rural Development Branch of the Department of Forestry and Rural Development, the Executive Director shall particularly keep informed on policy problems, principles and alternatives under discussion by that Branch. He may at his discretion, attend all discussions on policy matters to which he is invited by the Branch, provided such participation in no way implies commitment by Council to any policy or program. He shall inform Council of the nature of these problems, principles and alternatives as they evolve, and recommendations respecting future programs of work.

# CANADIAN COUNCIL ON RURAL DEVELOPMENT

## APPENDIX F

### MEETINGS OF COUNCIL

*1st meeting* - Ottawa, Ont., December 15 and 16, 1965

*2nd meeting* - Ottawa, Ont., April 14 and 15, 1966

*3rd meeting* - Lévis, Qué., September 28 and 29, 1966

*4th meeting* - Toronto, Ont., April 12 and 13, 1967

*5th meeting* - Victoria, B.C., June 14 and 15, 1967

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## APPENDIX G

### SPECIAL RURAL DEVELOPMENT AREAS

<u>Name</u>	<u>Date of Agreement</u>
Northeast New Brunswick	September 20, 1966
Mactaquac (New Brunswick)	September 20, 1966
Interlake (Manitoba)	May 16, 1967

#### AREAS UNDER STUDY:

*Newfoundland*  
*Prince Edward Island*  
*Northern Counties of Nova Scotia*  
*Lower St-Laurent - Gaspé - Îles-de-la-Madeleine*  
*(Québec)*

## EXPENDITURE STATEMENT

December 15, 1965 to March 31, 1967

	COUNCIL	EXECUTIVE	COMMITTEE "A"	COMMITTEE "B"	COMMITTEE "C"	TOTAL
	\$	\$	\$	\$	\$	\$
Travelling expenses, honoraria, meeting rooms rental	18,935.46	4,041.24	3,931.42	679.59	1,371.97	28,959.68
Rental of translation equipment - interpreters and related expenses	1,558.70	-	-	-	-	1,558.70
Contract fees	7,358.19	-	4,505.09	8,551.72	17,500.00	37,915.00
Translations	2,319.90	1,150.00	496.00	500.62	1,225.00	5,691.52
Printing	400.45	110.00	30.50	78.50	200.00	819.45
Miscellaneous	15.29	-	94.67	9.05	-	119.01
TOTAL	30,587.99	5,301.24	9,057.68	9,819.48	20,296.97	75,063.36





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Government  
Publications

# SECOND REPORT



# AND REVIEW



SOME MAJOR PROBLEMS  
OF REGIONAL DEVELOPMENT

Page 3  
CANADIAN COUNCIL ON RURAL DEVELOPMENT  
1968



SECOND REPORT  
AND  
REVIEW

Some Major Problems

in

Regional Development

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Ottawa, 1968

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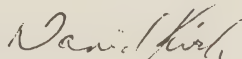
The Honourable Jean Marchand, P.C., M.P.,  
Minister of Forestry and Rural Development,  
Ottawa, Ontario.

Dear Mr. Minister:

I have the honour of submitting to you the Second  
Annual Report and Review of the Canadian Council on Rural  
Development.

This Report deals with certain key aspects of  
development, which seem to us of basic importance, and seeks  
to define the general principles which should inspire national  
policies of socio-economic development.

Yours very truly,

A handwritten signature in dark ink, appearing to read "David Kirk". The signature is fluid and cursive, with the first name "David" being more prominent than the last name "Kirk".

David Kirk  
Chairman

Ottawa, September 1968



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## I N T R O D U C T I O N

The projected establishment of a Department of Regional Development represents an important landmark, not only in the federal approach to development matters, but also in the evolution of the corresponding administrative structures. The new department facilitates co-ordination of the operations of various other departments and agencies active in the development area and at the same time makes it possible for them to adopt a far broader and eclectic approach to the problems of development. It has been clear for some time that government development operations, particularly as represented by ARDA, and the FRED agreements, to be really efficient would have to embody a wider approach giving due importance to the relationship between the urban sector and the rural areas.

The Canadian Council on Rural Development, whose very name gives some indication of initial thinking in the area, has already in its First Annual Report and Review advocated a regional approach to the problems of development. It remains only for the CCRD to express pleasure at this outcome.

However, it cannot be denied that in order to resolve the pressing problem posed by the need for balanced nation-wide development it will not suffice merely to modify existing governmental structures. The difficult and complex work of the new department calls for

new thinking. A precise and integrated plan of action is called for, involving basic political decisions.

Arduous and worrisome as these tasks may seem, they cannot be avoided: this is one message that the Canadian Council on Rural Development would like to stress.

This review does not contain a series of concrete program proposals. These would require exhaustive and thoroughly documented studies. Thus far, the CCRD has not had the resources to undertake this kind of enterprise. Besides, at this juncture, such studies are not of most urgent concern; the problems of concepts and approach dealt with in this report seemed to be of first importance.

The members of the CCRD, quite early in their deliberations, came to the conclusion that, before undertaking specific and detailed studies, they should give first priority to the clarification of certain basic principles which might well subsequently have long-term effects on the course of national socio-economic development planning. It would have been not only useless but dangerous to try to rush things for, in their view, the problem of development is, without doubt, so difficult, so wide in its ramifications, that it is essential to first reach a consensus on underlying principles.

The following pages, the result of numerous discussions and consultations, set out the views of the CCRD on these principles. The review to some degree seeks to

outline a "philosophy of development" which might, in turn, serve to inspire, not only the development programs of the ministry, but also more specific research by the CCRD itself.

Whatever value is placed on this report we feel that recognition must be given to the discovery of a remarkable consensus on issues of prime importance among people otherwise distinguished by considerable diversity of experience, interests and geographical origin. That experts and representatives from so many different agencies and organizations were able to reach accord on the principles embodied in this report seems to us to offer a most encouraging indication regarding the possibilities of further joint efforts in tackling such complicated problems.

One subject which was assigned prime importance in the consultations and deliberations of the CCRD was the welfare of the people - of those really affected by the decisions of politicians, experts and development administrators. More particularly, the members of the Council sought to keep constantly in mind certain facts which, to many of our citizens, are the substance of their day to day lives, namely, interregional socio-economic disparities, the poverty and misery of parts of our population, the existence in our "affluent society" of life patterns raising progressively more and more serious problems regarding the quality of life in our society. We trust that this review to some extent

reflects these preoccupations and that it will make some contribution to bringing about the kind of economic, social administrative and political changes which will permit more efficient corrective measures to be applied in the sorry situations we have noted.

The first chapter of this review seeks to define the essential elements of the question of development by describing in broad terms some of the socio-economic disparities which exist within the nation, and also, by citing certain of the problems raised by the continuing process of urbanization. The second chapter is devoted to a clarification of the concept of development itself, examining its essential components: planning, town and country planning, political and administrative structures, and integrated regional development. The third chapter is concerned with the major problem of information and with "people-participation" and, also, seeks to delineate the role of the federal government in these matters. Finally, the fourth chapter formulates certain recommendations intended to create the conditions necessary for the evolution of a development plan in which the whole nation can participate.

## CHAPTER I

### THE NEED FOR A PHILOSOPHY OF DEVELOPMENT

#### REGIONAL DISPARITIES IN CANADA

1           In recent years, Canadians have become increasingly conscious of the social and economic disparities which persist between various groups and individuals in the country. These gaps have been posing a problem for many years and even constitute a threat to the unity and security of the nation. However, it is doubtful if we have even begun to find a remedy.

2           It is not our purpose, in this report, to indulge in lengthy statistical analyses. Since it was first founded, the Economic Council of Canada, in pursuance of its mandate, has been studying the problem, and it is still giving it attention.<sup>1</sup> We shall, however, extract some striking facts from its analysis of regional disparities as an example illustrating the magnitude of the problem.

3           A first consideration commands immediate attention. Any attempt to achieve a balanced economic development between regions in Canada compatible with the rapid development of the nation as a whole, meets with

- 
1. The Economic Council of Canada in its Fifth annual report has recently stressed with very considerable force the seriousness and urgency of the problem posed by poverty in Canada. These pages were already written by the time the ECC report was published. We are pleased to draw our readers' attention to the striking convergence of thinking on major issues which marks the report of the ECC and the present document.

special difficulties. Even relatively small industrial countries with well integrated economies have experienced and continue to experience considerable disparities in regional incomes and development. The vastness of Canada, the existence of certain geographic obstacles, the uneven distribution of the population on a narrow strip of land, the great diversity of the resources and economic structures of the main regions, are factors which account, to some extent at least, for very wide regional disparities. In some cases, ethnic and political factors are also influential. These considerations help to explain why efforts aimed at giving each region a fair share of the general economic development of the nation seem to have been largely ineffectual.<sup>1</sup>

4           Taking levels of personal per capita income as an index of regional economic disparity, it is clear that appreciable gaps have existed between regions for some forty years.<sup>2</sup> In fact, there are indications that these gaps already existed in much earlier days.<sup>3</sup>

5           Economic levels prevailing in British Columbia and Prince Edward Island, two provinces located at opposite extremities of Canada, can serve as examples. In 1927, personal per capita income in P.E.I. was \$248, or 56% of the Canadian average, whereas in B.C. it was \$535, or 121%

- 
1. ECONOMIC COUNCIL OF CANADA, Second Annual Review, 1965, P. 97.
  2. ECC, First Annual Review, 1964, p. 27.
  3. ECC, Second Annual Review, 1965, p. 102.

of the national average. By 1966, these levels were respectively \$1,376 or 64% of the national average, and \$2,438 or 114%. In this same year, Ontario incomes stood at \$2,454, or 115% of the Canadian average.

6 In New Brunswick, average personal incomes were approximately 62% of the national average in 1927; by 1947 they had climbed to 72%, but they fell back to 66% by 1963. In 1966, they stood at 69%.

7 The following Table and Chart show personal per capita incomes for each province and region, for the years 1962 to 1966 inclusive. Further, it should be borne in mind that considerable disparities in per capita income exist between regions in the same province.

8 Since 1926, the first year covered by the Economic Council Review<sup>1</sup>, real per capita income has risen very considerably (over 100%) and all regions have enjoyed some share of this increase. It is also true that the pattern of the regional growth rate for personal incomes has followed that of the national rate very closely. Since the last war, however, growth rates have increased in all regions, but the gap between rates has increased. In the Maritimes, for instance, the rate has been appreciably lower than elsewhere. Furthermore, federal transfer pay-

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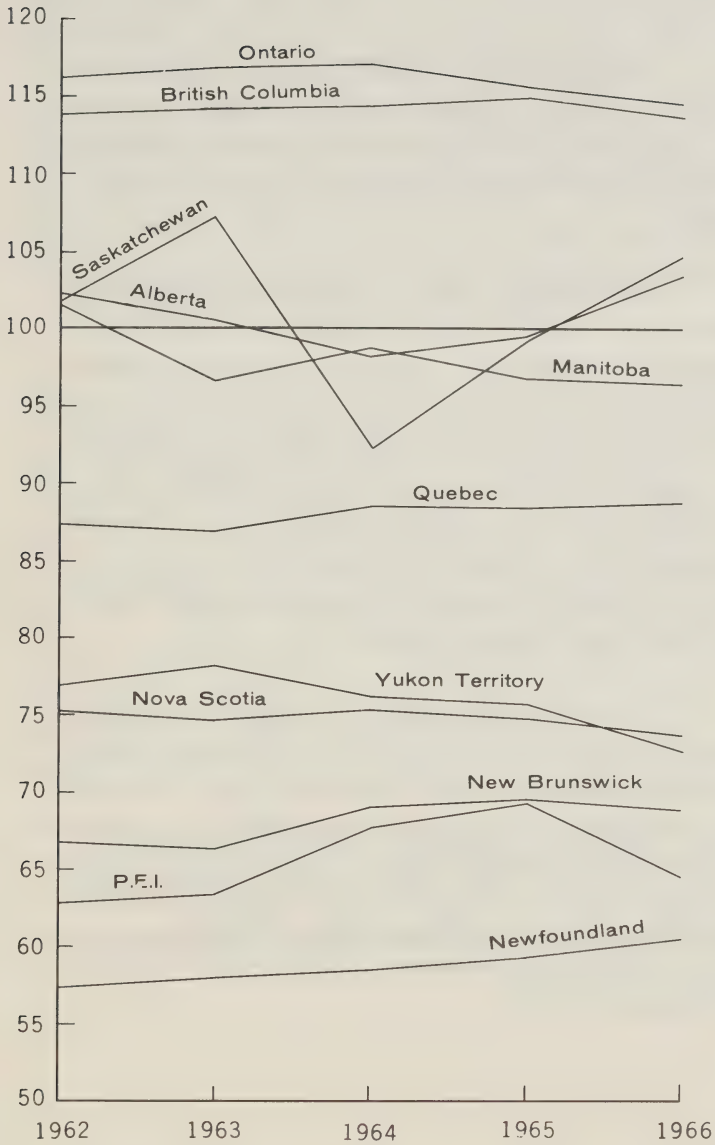
1. ECC, First Annual Review, 1964, p.26

PERSONAL PER CAPITA INCOME  
(in current \$)

	<u>1962</u>		<u>1963</u>		<u>1964</u>		<u>1965</u>		<u>1966</u>	
	\$	%	\$	%	\$	%	\$	%	\$	%
CANADA	1,664	100.	1,739	100.	1,824	100.	1,983	100.	2,140	100.
	<u>BY PROVINCE AND REGION*</u>									
Newfoundland	955	57.4	1,006	57.8	1,065	58.4	1,173	59.2	1,287	60.1
Prince Edward Island	1,047	62.9	1,103	63.4	1,234	67.7	1,370	69.1	1,376	64.3
Nova Scotia	1,252	75.2	1,298	74.6	1,370	75.1	1,485	74.9	1,575	73.6
New Brunswick	1,110	66.7	1,153	66.3	1,259	69.0	1,376	69.4	1,475	68.9
MARITIMES	1,124	67.5	1,170	67.3	1,252	68.6	1,366	68.9	1,460	68.2
Quebec	1,454	87.4	1,509	86.8	1,614	88.5	1,755	88.5	1,885	88.1
Ontario	1,932	116.1	2,031	116.8	2,134	117.0	2,295	115.7	2,454	114.7
Manitoba	1,688	101.4	1,683	96.8	1,801	98.7	1,919	96.8	2,054	96.0
Saskatchewan	1,695	101.9	1,867	107.4	1,683	92.3	1,966	99.1	2,238	104.6
Alberta	1,703	102.3	1,747	100.5	1,795	98.4	1,974	99.5	2,215	103.5
PRAIRIES	1,696	101.9	1,763	101.4	1,765	96.8	1,957	98.7	2,176	101.7
British Columbia	1,892	113.7	1,986	114.2	2,087	114.4	2,281	115.0	2,438	113.9
Yukon and N.W.T.	1,282	77.0	1,359	78.1	1,390	76.2	1,500	75.6	1,561	72.9

\* Based on D.B.S. data

# CHART



ments have assisted income growth to quite an extent, concealing the relatively unfavourable position of income producing activities.<sup>1</sup>

9           The persistence of disparities has led some to believe that there is little hope that economic development or government policies will ever succeed in materially reducing the present gap between the rich and the poor provinces.

10           The Economic Council of Canada has attempted to identify some of the factors which may lie at the root of interregional disparities. We do not propose to review these factors here, but will merely recall that regional disparities are usually found where there are inequalities in the availability, use and quality of manpower, in educational levels, in capital investments, in industrial development, in the quantity and quality of natural resources (though the weight of this factor should not be exaggerated) and in public services.<sup>2</sup>

11           Whilst economic aspects of disparities between regions are frequently the first to be recognized, they bring with them social disparities whose extent and whose effects on people are profound though difficult to assess.

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1. Ibid., pp. 26-27. The Annual Reviews published by the Economic Council of Canada contain a series of statistical tables relating to surveys from which we have derived a few essential facts.

2. Ibid., pp. 112-141.

Depressed areas suffer, not only from low incomes, but also from unemployment and under-employment - both of which may be quite substantial - from a widespread of lack of general education and vocational training, and from an insufficiency of health services, transportation facilities and other public services. No detailed statistics of such disparities are available, but an overall picture of the socio-economic situation of the country may be obtained by reference to the series of maps drawn up by the Federal Office of ARDA.<sup>1</sup> Reference may also be made to the series of documents drawn up by the Special Planning Secretariat on the characteristics of poverty in Canada.<sup>2</sup>

12           In drawing attention to these facts, the CCRD is not proposing to recommend policies aimed at maintaining a part of the population in non-viable regions, whilst attempting at all costs to eliminate disparities between these and the more privileged areas. Such, obviously, is not our purpose. We do feel, however, that the very magnitude of the problem should be properly assessed and that a solution should be sought in a more rational and sustained manner than in the past. Indeed, as time goes by, the elimination of economic disparities becomes ever more difficult and more costly to achieve. To a large extent,

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1. Cf. Economic and Social Disadvantage in Canada. Some Graphic Indicators of Location and Degree, Dept. of Forestry, October 1964.
  2. Cf. the series "Meeting Poverty" issued by the Special Planning Secretariat.

the trouble may lie in our general approach to the problem and in the particular measures which we have taken to solve it, though we recognize that federal programs such as ARDA, FRED and ADA are indications of a real concern to reduce the economic and social gap.

13           Actually, these disparities are part of a larger problem which poses a major challenge to our society. We refer to the extremely rapid and continuing changes in our social and economic environment. The trend in Canada is in the direction of an "affluent society", which each citizen can help to build and whose social benefits should be available as fairly as possible to all, in whatever region they may live. The wish to participate in the creation of such a society is dear to the heart of every Canadian. This vision is precious to him. If he is forced to renounce this vision through an excess of paternalistic and autocratic attitudes, he will pay the price in a loss of human dignity and self-esteem.

14           We have a duty now to face these changes and to help all Canadians to adapt to them. On this point there is ready agreement. It is undeniable that governments and people as a whole have realized the need to take up the challenge posed by the new society, and in particular, the duty to relieve the poverty which still afflicts too many Canadians. What we do not appear to have grasped quite so readily is the magnitude of the challenge and the fundamental nature of the changes required in our attitudes, our concepts, our programs, the tools we use to implement

them and in our government structures and approaches. We are still too attached to out-dated ideas, too accustomed to thinking in terms of traditional government processes. We are still at a loss for an intelligent and rational way of dealing with these changes.

15        In the view of the CCRD, the means adopted by the Federal Government and the provinces to solve this extremely complex and important problem are inadequate, and the methods employed continue to be too fragmented and uncoordinated.

16        In the following pages, we draw the attention of government and the public to some of the more important aspects of this problem and seek to define some of the principles on which common action should be based.

#### CANADIAN SOCIETY AND URBANIZATION

17        Before attempting to define principles for action, it may be useful to consider, as a further example of the problems faced by our society, a phenomenon of considerable magnitude and importance, with which our present policies seem quite unable to cope. We are referring to urbanization and to its consequences for Canadian society.

18        North American society, as we find it in Canada and the United States, is becoming an urbanized society. It is already 70% urbanized and the process continues.

This change is not dependent solely on the extension of our cities into surrounding once rural areas. Educational processes and the mass media are increasingly permeating our whole society with urban values, and life patterns. As the distinctive rural way of life loses ground our society becomes more homogenous in attitudes, needs and aspirations.<sup>1</sup>

19           The urbanization process continues with little or no examination of its profound social and economic implications. There is a lack of well defined policies and changes are taking place quite arbitrarily. There is no certainty that the Canadian people really wants the changes which are being allowed to take place, and, certainly, there seems to be no attempt to assess their consequences.

20           Already, some negative social and economic consequences are making themselves clearly felt. The tentacular growth of these cities provides a living environment which to many seems increasingly artificial and impersonal, and which, to a wide body of professional and informed opinion, appears productive of social malaise and personal maladjustment. Yet, we allow the trend to continue without questioning whether the society which is being created is capable of meeting our long term needs. It is by no means certain that we should live exclusively by city values.

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1. Cf. A. Tremblay et G. Fortin, Le comportement économique des familles salariées du Québec, Presse de l'Université Laval, 1963.

Possibly, we are losing sight of certain values which have been traditionally associated with the conditions of rural life and which may be essential to the economic, social and cultural development of the country. Present development programs and policies seem to be solely concerned with adjusting particular groups or areas to the conditions created by the economic imperatives of this unplanned urbanization process. We may shortly discover that this was a narrow, limiting approach and that we should have promoted a more balanced development, that would create a more livable and human environment.

21 For centuries, the rural world has preserved a set of social and cultural values which are being threatened by modern urbanization, but which many are nevertheless unwilling to give up. We are not referring to love of the country or of rural life as such, but to attachment to a kind of society in which social relationships are between people, rather than between incumbents of positions or functions. As recent studies have shown, attachment to these collective and individual values, and the need for personal relationships and full human contact, still persist in our modern society and seek to find expression in institutionalized forms. They emerge spontaneously in our great industrial centres, which had attempted to supplant them with impersonal and bureaucratic relationships.<sup>1</sup>

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1. See, for instance, YOUNG-WILMOTT, Family Kinship in East London, 1957; HENRI LEFEBVRE, Critique de la vie quotidienne, 2 vols, 1958; W.H. WHYTE, The Organization Man, 1957.

22            These values existed in our rural areas and we feel it is important to ensure that they can survive or emerge in an urban society. Even the most treasured principles of liberalism cannot excuse society and its leaders from taking over control of the process of urbanization. Society must redefine these values for an urban environment, and promote new social structures which will enable them to survive. We shall now give a brief outline of the principles which should serve as a basis for this approach.

## CHAPTER II

### TOWARDS A DEFINITION OF DEVELOPMENT

23           The major phenomenon of urbanization referred to above is a striking example of a process which governments and society have allowed to develop spontaneously, largely in response to the economic logic of the market place. But it is becoming increasingly clear to academics, planners, politicians and the public in general that society must redefine its aims, acquire more control of its destiny and direct its development.

24           This brings us to a consideration of the concepts of development, planning, and town and country planning which we shall now define for subsequent use in this report.

25           First, however, we must discuss a translation difficulty, for Bilingualism, after all, has its limitations.

26           The French language draws a clear distinction between the meanings of "aménagement", "développement" and "planification", whereas the English word "development" expresses what is meant both by "développement" and "aménagement". This is now accepted usage at ARDA and elsewhere. On the other hand, the word "planning" in certain contexts covers what the French refer to as "planification" and in

others what they refer to as "aménagement". The overlapping of meanings often leads to confusion.

27           In order to preserve the necessary distinctions, we propose the following equivalents:

développement	-	development
planification	-	planning
aménagement	-	town and country planning

#### DEVELOPMENT

28           It is important to distinguish between the concept of economic growth and the concept of development. Economic growth may take place spontaneously with no other causative dynamic than the desire of individual entrepreneurs to add to their private store of wealth. The great expansion in British industry and commerce around the year 1800 is a case in point. In such situations the state, typically, plays only a minor and marginally facilitative role.

29           On a somewhat more sophisticated level the state may involve itself more positively in the process of economic growth. On this level the state assumes a centralistic dirigiste posture, making capital available at strategic points in the economy and setting sectoral output goals. This kind of situation is typified by the war economies of the democracies. Economic growth, whether unplanned or planned, may well have considerable influence

on the evolution of society but these social repercussions are not planned, nearly always unexpected and often regretted.

30           Development, on the other hand, is inherently a planned program of change, both economic and social. It represents the most sophisticated kind of growth in that it is early recognized that economic change and social change are intimately interconnected. Not only does economic change produce social change: generally, it is impossible without social change. Reciprocally, the cost of social change can only be met through economic advance.

31           Of course sweeping programs of socio-economic change have been introduced by authoritarian fiat. The transformation of Japan under the Meiji and the "forced-draft" introduced by Stalin in the U.S.S.R. in the twenties are illustrative examples.

32           Development, as the CCRD conceives it, is an entirely different operation from such directive exercises. Our view is an inherently democratic one in that the role of the people in framing the direction of national development is regarded as of paramount importance. To the maximum extent possible the public must be involved at all levels in the whole complex of decision-making implied by the acceptance of development as a national goal.

33           Development, therefore, differs from uncontrolled growth in that it implies the use of scientific knowledge

to control and manage nature and society. It also implies, according to circumstances, a more or less overt and outright criticism of economic liberalism, in that development is based on a growing awareness of existing inequalities and on the need to level them out by scientific manipulation of our social and economic forces.

34           We feel, therefore, that the very basis of development lies in the right and the power vested in society to define itself, to select its goals and objectives and to set the values it wishes to embody. This is perhaps the most abstract of all possible definitions, but it is also, we feel, the most realistic. Then again, it is sufficiently general to incorporate a number of components which we shall examine in greater detail later on in this report.

35           We have said that, as a preliminary to development, society must define itself. However, many definitions of the "ideal society" are put forward by the experts of the various disciplines (economists, sociologists, etc.), by politicians and by various groups within society. Each refers, within its limited context, to economic development, social development, rural, urban or regional development, and each definition is valid to the extent that it expresses the wish of the group to control the forces of nature and society. Each is incomplete, however, in that it covers only a sector or part of society, ignoring the interactions of the parts within the whole. We shall attempt, later on, to show why these various components must necessarily be integrated into a comprehensive concept of development, and

why, if this is to be done, participation, as the CCRD conceives it, is essential to development.

## PLANNING

36           The concepts of planning and development should not be confused, since the former is the means towards the latter. Planning is the rational process through which society achieves development. It is a complex process, which includes coming to decisions on objectives and taking the necessary steps to achieve them.

37           If development is both a shared value and a common objective, then planning is the process by which these values are given substance and these objectives are defined and achieved.

## TOWN AND COUNTRY PLANNING

38           A distinction must be drawn between development, planning, and town and country planning. The latter is a geographic application of planning, the implementation within a given area of a more comprehensive plan, with social, economic and political components.

39           The town and country plan must be implemented within a given territory. It must, of course, take many things into account: geographic features, soil analysis,

forest inventory, water resources, etc. However, this analysis of physical features does not itself constitute town and country planning, whose purpose is to give concrete expression within the area to economic, social and political decisions.

#### THE TWO STAGES OF PLANNING

40           Planning and plan implementation have intimate connections with two important governmental sectors - the political decision-making machinery on the one hand, and the administrative structure on the other. It is of real importance that a harmonious and productive relationship is established between the two in the context of planning, in spite of the problems involved in striking the right balance.

41           In order to assign to both political and administrative structures their proper functional responsibilities, and, also, to fully comprehend the way in which the operations of the one complement the operations of the other, it is important to make a basic, although often neglected, distinction between two phases of the planning process. These are:

- 1) Definition of planning objectives - on the political level.

2) Definition of implementary means - via  
the administrative machinery.<sup>1</sup>

42            These two phases call for the establishment of very different institutional structures. In our opinion the distinction just drawn provides a clear rationale for the necessity for full participation by the people in the planning process. We shall return to this point later.

(1) Definition of Planning Objectives -  
on the Political Level

43            The first stage of planning consists in reaching a consensus on the sort of society we wish to build. But the process for achieving a consensus must be political and as such is not simply a matter of scientific or logical deduction. Actually, a choice of values must be made.

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1. We have stressed the distinction between objectives and means in the belief that it is impossible to move towards a proper philosophy of development if the two are confused. In practice, however, it must be admitted it is far from easy to sort out the one from the other. What, to one man, may be an objective in itself - may, to another man, be only a means to some further goal - say power. In the same way, that which was originally considered an objective may, later on, come to be regarded as a means, in connection with some new more general goal. Nevertheless, in spite of difficulties that may be experienced in sorting out means and objectives in practice, for analytical purposes the distinction is of very real importance. And it should be borne in mind that confusion on the level of theory may result in unpredictable and damaging consequences, later on, on the action level.

44           A distinction must first be drawn between the actual choice of society's objectives and the political structures within which such choice is made. We can and we should be as rational as possible in setting up the structures which will enable the various groups to participate in decision-making. But the objectives of society cannot be selected in this rational way. We cannot, in other words, entrust the task of selecting society's objectives entirely to men of wisdom and of learning, nor to experts and technocrats.<sup>1</sup>

45           The taking of political decisions has become more complex in our modern pluralistic society, where consensus on values and objectives can no longer be taken for granted, but must be achieved. In traditional societies, and more particularly in rural societies, such consensus was a matter of tradition handed down with little change from generation to generation. But in a pluralistic society, whilst some groups still hold the traditional views of society, others see things differently for reasons connected with their professions, their urban or rural origins, their religious, philosophical, political or economic affiliations or for other reasons.

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1. It may be useful at this juncture to note that the "technical" expertise of which we are talking is not found only in the administrative structure of government. True the "expert" can lay claim to specialized knowledge: but there is also the specialized knowledge devised from experience. The true experts on poverty, for example, are the poor themselves. This fact is sometimes easily overlooked.

46        The unity of these groups is that of a mosaic wherein each element has its appointed place. But no group, however highly endowed, can reach a "logical" decision for the whole. Failure to understand this is perhaps the reason why contemporary society is witnessing the beginnings of social unrest in various countries.

47        These considerations lead us to two major conclusions:

the need for a policy of participation, and

the need for the dissemination of information.

#### A Policy of Participation

48        The idea of participation has caught on today. It is met with in the world of labour, of business, in student associations and in political circles. But it is still surrounded by a good deal of confusion.

49        In the field of development, all seem agreed on the absolute need for participation on the part of the people. But at this point a number of complex problems crop up. What basically is the justification for participation? Is it to be found in the magnanimity of those in power, or in a realization that without it development programs are doomed to failure? Again, should participation start at the planning stage of development or only at the stage of implementation? What type of

political and administrative structures must we set up to facilitate this participation? These are just some of the questions which have still to be fully answered.

50 In our view, the real justification for a policy of participation is the one we suggested earlier, to the effect that society, just like any individual, does not select its objectives on the basis of scientific deduction, but on the basis of the set of values by which its members live. In a pluralistic society, objectives result from the interplay of various sets of values, and the reconciliation of competing interests of the various groups in the society. In our increasingly technological and technocratic world, this is a point which cannot be overstressed, for, however abstract it may appear to some, it is actually the most concrete of facts, affecting the daily life and the future of each individual.

51 If we want to ensure that the various groups in society can participate in making the decisions which affect their destiny, we must greatly change our political structures and decision-making processes and set up new machinery through which such democratic participation can gradually be developed. In other words, we believe that the concept of development necessarily implies the participation of the people in the basic decisions governing the overall process.

## The Imperative Need for Information

52 Since participation by the people is a requirement for development, it follows that the people must necessarily have access to information.

53 In a technological and bureaucratized society such as ours, power tends to concentrate in the hands of those who are informed. The better the individual knows his environment, the better he is able to control it. This power finds concrete expression in the ability of the individual to impose his own objectives on other individuals or groups.

54 It follows that the complex process of selecting objectives in a pluralistic society becomes even more complicated when the various groups, each pursuing different objectives, do not all have access to the same information and knowledge, and consequently do not participate on an equal footing in the decision-making process.

55 To the extent that it is evident to our politicians that the participation of the people is a requirement for the socio-economic development of Canada, it must also be obvious that the supply of information to the people is a require-

ment for such participation. Any failure to furnish such information would result in society having to rely for major decisions on the experts, who alone would have the necessary information.

### The Political Structures

56 Our remarks on participation and information bring us face to face with the difficult question of our political structures.

57 If we are to promote participation by the people, we must contemplate major restructuring of many of our political processes. Our existing electoral and parliamentary democracy is proving to be increasingly inadequate in face of the growing power of the expert and technocrat. Not only does the electorate entertain doubts about the adequacy of traditional electoral processes, but the elected themselves have misgivings as they consider the increasing power of the technocrats on the one hand the the emergence, on the other hand, of an increasing variety of citizens' groups (Regional Councils and the like) whose purpose is to deal directly with government. The very role of our Members of Parliament is under reconsideration.

58 What are these structures which will enable all groups to participate in the common determination of objectives acceptable to all? This is a major problem with which the CCRD will be

increasingly concerned. Later on in this review, we shall attempt to point out certain avenues and to allocate certain responsibilities.

59 Consideration of the question of participation as well as the question of the need for development planning at the national level has led members of the CCRD to review the problem of the assignment of functional responsibility within the framework of the Canadian constitution. The two issues are in fact intimately related. Members of the CCRD are convinced that any study or reform of the existing Canadian constitution must take two requirements into account: the need for an overall socio-economic plan for the whole country and the need for participation of the Canadian people at the planning stage.<sup>1</sup>

60 In summary, then, one of the principal problems raised by development and planning is that of setting up political structures which will afford all sectors of society, whatever their degree of learning, an opportunity to participate in the selection of the objectives to be pursued. We repeat that the reason for this need is that the

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1. At this point, we wish to record the opinions of certain members of the CCRD. Whilst all members are agreed that any revision of the constitution should make allowance for the need for planning and for the participation of the people, some members are of the opinion that revision of the constitution is imperative in order to achieve efficient planning and genuine participation, others are not.

objectives of a society cannot be determined on the basis of pure logic and scientific deduction or expertise. The choice of objectives is determined by the values in which individuals and societies place their faith. Useful and necessary as experts and their various techniques may be, they must be made to serve these values instead of being required, as is too often the case, to teach us where to direct the efforts of a country or of a society.

(2) Definition of Implementary Means -  
via the Administrative Machinery

61           Planning does not stop at a definition of common objectives. It also involves the selection and the marshalling of the means to achieve them.

62           At this stage, the administrative machinery, which is quite distinct from the political structures, comes into play. The function and fundamental responsibility of the administration is to identify the whole range of possible means of achieving the objectives selected by society and of implementing the plan once it has been drawn up. It must present these for consideration by the people so that the public may be involved in the final basic decisions.

63           This raises the important problem of coordinating the administrative bodies within

and between governments. The problem arises immediately when one considers the question of the means to be employed and it tends to become even more acute when the time comes to make use of these means. We shall revert to this question at a later stage.

64        Again, as was pointed out earlier, the administration is often better informed than others and is therefore able to wield special powers. The result is that there is a frequent tendency to place administration in sole charge of planning. But this means that those who have the ability to select the means and implement the plan also exercise, de facto, the power of selecting society's objectives.

#### COMPREHENSIVE DEVELOPMENT

65        Many departments, both federal and provincial, are developing and implementing within their own sectors what are sometimes quite considerable projects without any prior coordination with other concerned agencies. Add to this the classic difficulty of integrating the policies of the two levels of government, and the result is that numbers of laws, plans and programs are being administered without reference to any real social and economic planning.

66        We must recognize, however, that in spite of its unavoidable shortcomings, ARDA is the only federal administration which has attempted to think in terms of comprehensive

development. But, the cooperation which numerous departments must give in implementing development programs implies real planning, based on well defined policies, aimed at clear objectives on the basis of well established priorities. It would seem that this type of planning is very difficult, if not impossible, to achieve within our present administrative and policy making processes.<sup>1</sup>

67            In point of fact, at the federal level, there is no coherent concept of development to serve as a guide for coordinating and apportioning the activities of the various departments.

68            Development must of necessity be comprehensive and integrated. Since development is the expression of the will of society to be master of its destiny, it must aim at serving the interests of all sectors of society with justice and equity. Intervention in any one area of activity necessarily has repercussions in all other areas. For instance, the consolidation of farms in a region cannot be undertaken without affecting other sectors of the economy and having consequences in such areas as migration, retraining, employment, housing, social security, etc. Governments must give due consideration to this interaction of their programs and coordinate their policies in a comprehensive, rather than a sectoral, approach to development problems.

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1. Cf. Hon. Maurice Sauvé, Planning and Politics in a World of Permanent Change, Speech to the St. George Kiwanis Club, Montréal, December 6, 1966.

69        It should be pointed out that these problems are not purely economic. Frequently, they are cultural, social or political. Experts in development, including the most conservative economists, are becoming increasingly aware that real development is an impossibility without some relatively basic changes in our social values and structures.<sup>1</sup> A first requirement is the creation of the conditions for social and political change. Real development is possible only after this transformation has taken place.

70        To take into account all these factors and aspects of development, it is necessary to have a well integrated plan based on coordinated policies. We have already described in general terms the various components of such planning and we shall now consider the role of the Federal Government.

71        The CCRD believes that the Federal Government's most urgent task is to set up, jointly with the provinces, coherent and unified machinery for planning and development policies. Even though the elaboration of town and country planning is essentially a provincial responsibility, the Federal Government must still show leadership and set up machinery for development on a country-wide basis. So far,

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1. See for example W.W. Rostow, The States of Economic Growth, Cambridge, Cambridge University Press, 1965.

Also David C. McClelland, The Achieving Society, Princeton, New Jersey. D. Van Nostrand Company Inc., 1961, and Daniel Lerner, The Passing of Traditional Society, New York, The Free Press of Glencoe, 1964.

one of the chief obstacles to development has been the inability of the Federal and Provincial Governments to share their responsibilities and to coordinate policies. We believe that the Federal Government should now take all available means to ensure that Canada as a whole, and the various provinces and regions in particular, is provided with a coherent and integrated development planning process.

72           To achieve integration of the policy development processes, the administrative structures which presently administer our various development programs will have to be far better coordinated than they are now. The Government of Canada should undertake some groundwork to pave the way for the necessary reforms. Such groundwork should consist in acquiring systematically all the information required for shaping coherent development policies. All senior officials of the Federal and Provincial Departments concerned would gradually be involved in this reassessment, leading to a consensus on the nature of development, the objectives to be sought, the priorities to be observed, the means to be employed and the structures to be created.

73           Clearly, this is no easy task. It may well prove to be the most difficult, since the subject is complex and ill-defined and because it will jolt the thought and work habits of many - in and out of Government - of those called upon to participate. The matter, however, is urgent. Unless we undertake this work, we shall have to carry on without a coherent plan, without coordination of effort and possibly with disastrous results for the well being of our society.

74        At a later stage, we shall propose the establishment of one particular institution which we think can make an essential contribution in this regard. Without venturing to prophesy the results such an organization might achieve, we should like to summarize the views of the CCRD on the more essential elements of the problem.

#### WELFARE AND DEVELOPMENT

75        Modern welfare legislation is the fruit of the recognition by the state that "charity", on the individual voluntary basis, was too fragmentized and inconsistent to meet the needs of modern mass society. The sick, the old, the unemployed, unable to provide for their own material wants, were accepted to some extent as economic wards of the state. Such systematic welfare legislation originated in Bismarck's Germany, quickly spread to other European countries and to North America and the complex of transfer payments in which it found expression became accepted as one of the characteristics of the modern state. It should be noted that a hallmark of such transfer payments was that they were absorbed in personal consumption.

76        From this basis, and in line with that tendency for the state constantly to extend the area of its operations which has thus far distinguished this century, government in the developed economies began to assume another new set of responsibilities. In discharging these responsibilities the state was not merely acting as

residuary legatee for necessary functions which traditional institutions somehow had failed to fulfil, but was acting positively and creatively in areas in which only government was in a position to operate. Thus government became involved in programs of public health, public recreation, urban renewal, adult education, etc. - all intended in one way or another to enhance the quality of life. In contrast to the older type of welfare expenditures which were dissipated in consumption these disbursements were in fact investments in social infrastructure.

77            Certainly such social investment programs represented a vital supplement to the earlier kind of welfare legislation attacking the causes and not merely the symptoms of poverty and deprivation.

78            Planned socio-economic development, as conceived by the CCRD, is however a kind of social undertaking of a totally different order, not only to welfare legislation, but also to the kind of social infrastructure investment mentioned above. The CCRD, as should be now be clear, insists not only that maximum national economic growth is possible only through economic planning, but, because economic development and social development are mutually interdependent, that optimal national growth is possible only through integrated socio-economic development planning.

79            A development policy is the expression of a determination to control the economic system with a view to achieving growth and a balanced distribution of this growth

throughout society. Consequently, it implies taking a comprehensive and integrated view of the objectives to be pursued and of the means of achieving them.

80            Basically, residual welfare policies seek to alleviate the ill effects of a system, whereas development policies aim at eliminating the very causes of inequality. Due to this difference, the approach in each case is fundamentally distinct, and on occasion quite opposite.

81            Unfortunately, the various levels of government frequently ignore this distinction, thus creating confusion both within the departments concerned and within the programs they administer. An attempt is made to pursue both welfare and development objectives simultaneously, and the failure to distinguish between the type of objective and means, combined with the lack of an integrated and operational development policy, results in failure to achieve the objective, as is clearly shown by the examples quoted above.

82            To distinguish is not to exclude, but merely to understand. In practice, both welfare and development policies are needed, chiefly because development policies cannot yield short term results. During the period separating the initiation of a development policy and the time it begins to yield results, part of the population - and in America the proportion seems to be increasing - is in desperate straits and needs help. For the present, therefore, we are led to combine development and welfare

policies, after having carefully distinguished between the two, and to assign to welfare a short-term supplementary role.

83           Furthermore, the interaction of these two types of policy must be considered and systematically coordinated. Otherwise, as we have already indicated, they may neutralize each other. An example of such action resulted from a certain manpower policy connected with retraining. Until quite recently, the retraining (development) policy and the unemployment assistance (welfare) policy were at odds, but once they were properly coordinated, the welfare policy contributed to development.

84           It should also be pointed out that development policies which do not integrate into an overall plan can produce negative results and develop a need for welfare. For example, if a well conceived development plan is implemented in one area, whilst other areas are neglected, it may well happen that farmers or others may be forced into bankruptcy or find themselves rejected by the economic system and be obliged to fall back on welfare. For example, if milk production is systematically increased in one area, more marginal producers in other areas may be forced out of farming and be reduced to dependence on welfare programs.

85           The above remarks concerning the requirement for a clear distinction between development and welfare policies and for coordination of the two confirm what we had to say earlier about the absolute need for comprehensive and integrated planning.

86           Finally, we should not lose sight of the fact that welfare policies, and social services in particular, will continue to be required by certain sections of the population. We need only point to the unhappy circumstances of certain persons in rural areas, who because of age or other reasons cannot take advantage of retraining programs. Society must continue to give economic support to these underprivileged people. But the margin between those who are at present benefiting from assistance programs and those who must unavoidably depend on them is still very large and should be eliminated by the combined action of development and welfare policies.

#### REGIONAL DEVELOPMENT

87           We mentioned earlier that a comprehensive or integrated approach to development should be adopted. But to be practical and effective, development should also cover an entire geographic area which can properly be regarded as a socio-economic entity.

88           Up to the present, specific development policies have aimed at our rural areas in particular, but we are now adopting a more comprehensive approach and extending the concept of regional development to include both rural and urban districts as an indivisible whole.

89           But, such general and integrated development policies must be adjusted to specific and determined cases,

and general programs must be designed so as to meet the requirements of particular regions.

90           The concept of a region, however, raises its own particular difficulties. A region is determined by reference to a large number of political, social and economic factors. For our present purposes, we shall adopt a very flexible definition in order to cover a variety of cases. We regard a region as a territorial unit, which occupies an intermediate position between the local and national levels, comprises a network of socio-economic activities focussed around a centre and which is capable of self-development. Functionally, regions should be such that they could fit neatly into a new map of the country in which the boundaries were drawn on the basis of local resources and of the communities and industries which they sustain.

91           The issues here are the difficult but necessary decisions relating to the distribution of populations, of the means of production and of economic activities. Inevitably, these entail a difficult and often painful choice between the requirements of capital in search of a maximum return and the cultural and social needs and aspirations of the people, which occasionally conflict.

92           At the national level, it has become customary to group certain provinces into regions: British Columbia, the Prairies, the Central Provinces, and the Atlantic Provinces. At that level, a role which only the Federal Government can assume, but which it is only partially filling at present,

is that of developing, together with the regions, an integrated socio-economic policy. The Government should also coordinate policy implementation in the regions comprising several provinces. This involves the basic task of achieving a balance in the economic development of these groups of provinces in order to reconcile varying economic objectives.

93           To achieve this, the Federal Government should attend to the creation of the basic machinery required to draw up a development plan for these regions. The provinces involved would, of course, share in developing the plan, but the Federal Government has a clear responsibility to ensure the existence of such a plan.

94           Apart from these multiprovincial regions, other regions sometimes referred to as sub-regions, exist within the provinces themselves. These are semi-autonomous areas, combining both urban and rural districts, which are capable of a large degree of economic and social self-development. In considering these regions, many factors come into play: size, population, level of economic activity, resources, etc.

95           Experience has shown, both in Canada and abroad, that the problems of development must be tackled at the appropriate regional level. The sub-region represents the smallest unit, beyond which it is no longer possible to view the facts and the problems objectively or to take effective action.

96           In this regional approach to research and action, it is impossible to separate the urban from the rural environment. Rural areas are becoming increasingly dependent on cities which act as centres of gravity and country dwellers are increasingly patterning their attitudes on those of the city dwellers. With the ever increasing efficiency of our communications and information media, whole sub-regions, some of them very large, are taking on the characteristics of our cities. Even though population density may be very low, these "cities" must now be considered as such and the appropriate development approach taken.

97           We are also led to reject the more restricted meaning of the term "rural development". We prefer to speak of "regional development" which includes both rural and urban districts. Rural development attempts to rationalize a particular sector of activity, chiefly farming. But realization of the fact that regional economies, even in the more developed areas, are not exclusively based on agriculture, brings home the need for planning and for comprehensive regional development. The CCRD is happy to see that the recognition of this very need has led recently to the establishment of the Department of Regional Development.

98           Such planning must include all resources and activities, taking care not to neglect the urban centres but using them as a base around which to organize the hinterland. A coordinated and integrated approach of this kind is vital, if the underdeveloped regions are to adapt to the requirements of a modern society, with the following basic characteristics:

- i) facilities for the rational and scientific organization of research and action to achieve objectives which have been democratically defined through a process of real participation;
- ii) industrialization, for a rational and efficient organization of production;
- iii) a sufficient concentration of production and consumption and, therefore, of services (education, leisure, medical care, etc.);
- iv) rationalization of government machinery and methods to eliminate arbitrary decisions and resist undue pressure for special advantage;
- v) systematically organized information and education for all, in order that citizens may take or influence the decisions which affect their destiny.

99        Such intra-provincial regions constitute ideal action areas, where men's needs can be met and their potentialities developed, the aim of such action being to coordinate the human and physical elements of the viable regions, under the aegis of overall federal and provincial policies, in harmony with the development of neighbouring regions and with that of the province and of the nation. To achieve this purpose, we must amend our political and social structures, improve land use and build more functional cities.

100            Since such regional programs clearly come largely under provincial jurisdiction, the Federal Government would be well advised to, as far as possible, refrain from placing reliance, for achieving its objectives, on administrative interventions, in fields of provincial jurisdiction, in the context of shared-cost programs. We believe that there has been a tendency in that direction. Such attempts are almost always artificial, unnecessarily costly and sometimes up-setting. However, before taking part in any joint program, the Federal Government should ensure that an integrated regional development plan has been drawn up, and should upon request be prepared to give technical assistance.

#### PRIORITIES

101            Planning and development will often involve choosing between different and sometimes opposite objectives, for instance between maximum national productivity and population or industry equilibrium between regions. The choice clearly depends on the values which society implicitly or explicitly decides to accept and promote. For some, the primary objective may be to achieve maximum national economic growth, in the belief that this will automatically best provide, at least on a long-term basis, for other needs (cultural and social development, interregional equilibrium, fair distribution of wealth).

102            The Canadian Council on Rural Development feels that, in itself, maximum economic growth is not a sufficient

objective, but that geographic distribution of wealth and territorial development on the basis of economic growth should also be taken into account. In its view, policy must evolve out of adequate regional development concepts and so avoid excessive emphasis on the single objective of maximizing economic growth. It believes that in development planning a sharp awareness of the importance of social goals and of the quality of life must be fostered. At the same time, the pursuit of economic objectives must receive adequate attention, not only at the national level, but also at the regional and local levels, with the public actively participating in the selection and pursuit of these goals. In the view of the CCRD, immediate steps should be taken to reduce the income disparities which continue to afflict the nation.

103        In our view, the basic objectives of development at the present time can be defined as follows:

104        to reduce income disparities, in other words achieve permanent improvement in the economic circumstances of individuals and groups whose share in the prosperity of the country is at present inadequate;

105        to achieve, for social and political reasons, a balanced distribution of population and economic activity between regions; this refers in particular to the provinces which are considered as regions, but also to areas or sub-regions within the provinces;

106           to improve, in the general interest, the  
overall economic performance of the nation;

107           to improve the social and physical environ-  
ment in order to promote better social and cultural  
living conditions and the quality of life.

## CHAPTER III

### PUBLIC PARTICIPATION AND INFORMATION

108        Some further consideration should be given to the concept of public participation, since it is basic to all that has been advanced so far on the subject of development. In our view, this is a vital matter, since no true social, cultural or economic development is possible without the active and effective participation of the people.

109        The Federal Government recognizes this necessity, but official documents setting forth this principle are so vague, that those who frame or administer development programs, whether at the provincial or regional levels, feel free to interpret them as they wish or to ignore them altogether. Indeed, as mentioned earlier, the whole question of the nature of public participation and of the methods and machinery it involves is still relatively obscure. Our purpose here is to suggest a few guidelines.

110        Before turning to the role the Federal Government should play in this field we shall first attempt to set forth some general principles.

## I - GENERAL PRINCIPLES

### (1) Participation

111           We have attempted to demonstrate the absolute need for public participation by recalling that neither society nor individuals select their objectives by reference to the knowledge of experts, but on the basis of values derived from experience.

112           To put it differently, the necessity for public participation in the choice of society's objectives and in the selection of criteria for the distribution of social wealth is based on the following convictions:

- i) Man has a right to participate in decisions which affect his destiny, both as an individual and as a member of the community.
- ii) To give up this right is tantamount to losing his dignity as a man.
- iii) Any attempt to determine the objectives of a plan or to draw up the plan itself without public participation not only condemns the plan to early defeat in face of insurmountable obstacles, but also deprives the people of a basic right.

- iv) Man, both as an individual and as the member of a group, not only has a right to participate, but he also has the ability to do so.

113       Unfortunately, this belief in the ability of individuals and of groups is often rejected, in fact, by persons in authority. Authoritarian attitudes in the fields of religion, education and politics, which prevailed in the system within which we were brought up, continue to inspire caution in the minds of many leaders and officials regarding what they consider to be an overly democratic approach. It is much simpler, they feel, quicker and more efficient, to rely on experts to draw up the development programs which the public needs. The misconception persists that if programs meet with resistance, they can be "sold", and that publicity campaigns can be relied on to achieve public acceptance post hoc.

114       In spite of such resistance, the idea is gaining ground, particularly within the younger generation. Young people through their associations are now claiming a share in the decisions which affect them, and are prepared to rise up if necessary to win back their freedoms from the bureaucracies which are, in their view, stripping man of his responsibilities.

(2) Community Development and Social Animation

115           In order to promote public participation, various government departments and agencies have been sponsoring community development programs during the past few years, and, more recently, social animation programs have appeared in the French-speaking areas.

116           We do not propose to enter into a lengthy analysis of these programs, nor to point up their differences, particularly with respect to their relationships with political and administrative structures. We shall, however, say a few words with a view to dispelling certain misunderstandings.

117           Officials responsible for development programs sometimes tend to wrongly identify people participation with social animation and indeed, with mere counselling. Motivating a group or a community is not the same as achieving people participation. Social animation and community development are merely techniques which help the public to participate rationally and effectively. They are, basically, among the methods which may be used to acquaint the public with democratic processes. Their chief purpose is to enable groups to take charge of their own affairs and to participate in the decisions which affect them.

118           Nor should these techniques be confused with the decision-making processes. The setting up of committees and the implementation of social animation

programs are not automatic solutions to the problem of participation. A local committee, just as any other council or commission, whether at the regional, provincial or national level, can only be useful or effective to the extent that political machinery is provided to give it an opportunity to be heard and to give advice, in other words to truly participate, in one way or another, in the making of decisions. This problem is by no means fictitious and a lot remains to be done to make participation effective through the establishment of appropriate institutional structures.<sup>1</sup>

119        A more serious misunderstanding should also be dispelled. Social animation and community development are not attempts by government to "sell" the public development plans or programs. This is clear from the fact that the aim of these techniques is to bring the public to participate in the decisions which affect them. Unfortunately, this may not have been so obvious in many cases where a desire to move rapidly to action led to the development of programs without public participation. In such a case, the only course apparently remaining is to attempt to convince the people that the programs are good and necessary. Which brings us back to the topic of information.

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1. During the coming year, the Canadian Council on Rural Development proposes to undertake a study of the important question of public participation, particularly within Regional Councils.

(3) Public Information

120        We have already attempted to show that, in our technological society, information and power go hand in hand and that it is necessary for information to be disseminated and effectively utilized to enable all groups to share in the selection of society's objectives. Some elaboration of this point is in order here.

121        In its present form, the "information" disseminated by certain departments is strongly reminiscent of propaganda. ARDA, as a case in point, spends large sums of money on informing the public about its achievements and about the opportunities it offers to farmers and others in depressed circumstances. We fail to see much difference between such "information" and advertising. The methods used are the same. Instead of furthering the instruction and education of the people to help them in the exercise of their democratic right to participate, such programs reflect a paternalistic attitude.

122        Genuine information does not aim at "selling" the people a development program drawn up without people participation; it aims at promoting such participation. To be capable of making an intelligent and realistic choice between the various solutions and policies offered, a community must be seriously and systematically informed. It must understand the various options, know the consequences of its decisions and realize how its own problems and circumstances relate to the broader interests of the province and the nation as a whole.

123        This type of information is essential to regional development. Without it there can be no interaction, no dialogue, no true participation. Any deficiency of information is liable to lead to a parallel inadequacy of the development programs themselves.

124        The role which information may play in the development process goes far beyond that of mere propaganda. Ideally, objective information should flow from government to people, and at the same time, "feed-back" information should flow from people to government. Such a system of information flows not only facilitates economic growth but brings government and people together so that national development takes on the nature of a great shared enterprise. Properly conceived information is the life blood of participatory democracy.<sup>1</sup>

## II - THE ROLE OF THE FEDERAL GOVERNMENT

125        While it is no easy matter to determine the precise role the Federal Government should play in the matter of people participation, community development or social animation, we feel that the following conclusions emerge quite clearly:

### (1) People Participation

126        Earlier in this report, we emphasized the need to set up new political machinery to facilitate true

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1. See for example LUCIAN W. PYE (Ed.), Communications and Political Development, Princeton, New Jersey, Princeton University Press, 1963, and Y. V. LAKSHMANA RAO, Communication and Development, Minneapolis, University of Minnesota Press, 1966.

participation. In this area, the Federal Government has a part which it alone can play.

127           Although the setting up of such machinery which involves the regional, provincial, and federal levels raises acute questions regarding the allocation of responsibilities, the Federal Government can promote its creation by ensuring that the participation requirements of Federal-Provincial agreements are met in respect of all joint development activities, such as the FRED programs. Participation by the people, as we have already pointed out, must be secured not only in respect of the choice of means but also with regard to the determination of the objectives to be sought. It is, therefore, essential that people participate, not only in the implementation of the development program, but also, from the very start, in the planning process.

128           At the national level, the Government should actively promote the setting up of machinery through which genuine joint planning for the country as a whole and for the various regions can be achieved. The Federal Government cannot undertake such planning alone, but we feel that it should lose no time in fostering the establishment of permanent machinery to draw up a national development program. The program, of course, must be developed in cooperation with the provinces. Indeed, in a pluralistic society such as ours, the provinces constitute a very necessary framework through which various cultural and economic groups can influence the development of general policy. The provincial and regional

political levels must be represented to achieve a consensus about national policies. We repeat, however, that it is up to the Federal Government to take all necessary steps to see that this joint planning machinery is set up.

129        We cannot overstress the importance of setting up, at all levels of government, political machinery through which effective public participation can be achieved. Without proper machinery, participation is but an empty word. We feel that the Federal Government has a responsibility for ensuring that such machinery is set up and for seeing that it is used to achieve true public participation in framing policy and in planning development.

130        Whenever a better informed and more educated public determines to take an active part in arriving at the decisions which concern it, instead of leaving this privilege and burden in the hands of the politicians and technocrats, new machinery to enable it to do so normally comes into being. Already, machinery of this type is being set up, in the form of regional councils, or "regional governments" which are attracting increasing attention in some areas of Canada.

131        It may be apt to note here that currently a relatively small number of citizens, through the medium of particular organizations of which they are members, participate fully in making decisions with regard to

these matters. Many other organizations play no part in the decision-making process. Even more removed from meaningful involvement in decision-making are those many relatively isolated individuals who are not members of any organizations whatever. This is particularly the case with the poor. As has been demonstrated in numerous studies, to be poor necessarily implies considerable difficulty in making one's small voice heard amid the chorus of organized pressure groups.

132        It is realized that this new form of participation and this new machinery will entail somewhat radical changes in our present political structures and government methods. We think that it would be unfortunate were these changes, which seem to be inevitable, to be allowed to develop arbitrarily. This is a matter which calls for particular attention and considerable study. Foresight, coordination and planning are required in this area.

133        Another point should be stressed. If the public should take an active and continuing part in the making of decisions which affect them, a considerable change of attitude will be needed on the part of officials and politicians, who until now may have had a more exclusive responsibility for making these decisions. Social and economic planning with public participation is a complex and demanding process. Those taking part need a special attitude, an integrated and dynamic approach to problems, detailed technical knowledge, an

ability to work jointly with the representatives of other organizations or professions towards the establishment of common objectives and the finding of adequate means of achieving them.

(2) Community Development and Social Animation

134        So far, there has been no systematic assessment of community development and social animation programs, which have been carrying on on their own. True, this is a new field, calling for a long-term approach and for experiment. However, we feel that it is both possible and necessary to aim right away for a minimum amount of coordination; to compare programs, methods and results; and to disseminate within regions the types of information which are necessary for the introduction of well designed, logical, coherent programs. At present, Canada has no adequate machinery for gathering and disseminating such information.

135        If development programs need community participation, then the content and implications of the concept should be defined in clear and logical terms, the need for participation should be demonstrated, the broad outline of the methods to be used should be indicated and its limitations pointed out.

136        Work along the above lines is both necessary and urgently required. There has been too much talk about public participation, without any attempt to undertake the systematic study we recommend. The tendency is to leave

everything to local responses to this need. However permissive and generous this approach may seem, it cannot serve indefinitely. We must define a genuine philosophy of Canadian participation. This is a task to which the Canadian Government should make a key contribution.

### (3) Public Information

137        The role of the Federal Government in the matter of information should be complementary to the part it plays in the field of participation. The integral part of the information function in the participation process at all stages and levels cannot be overstressed. The first task is to develop a coherent information policy, with clearly established objectives, priorities and procedures, and to integrate it in the overall development and planning process. In this regard, it is impossible to underestimate the role of the mass media.<sup>1</sup> Here again, whilst it is true that the provinces and regions must enjoy full freedom to adjust to situations, needs and attitudes which vary according to circumstances, nevertheless the Federal Government should provide leadership and play a necessary part in the fields of research and coordination.

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1. For an excellent summary of the crucial role which positive and imaginative utilization of the new communications technology may play in development see, WILBUR SCHRAMM, Mass Media and National Development, Paris, Unesco, 1964. For more specific instances reference may be made to ROGER LOUIS and JOSEPH ROVAN, Television and Tele-Clubs in Rural Communities: An Experiment in France, Paris, Unesco, 1955. Social Education Through Television, Paris, Unesco, 1963. Rural Television in Japan, Paris, Unesco, 1960. See also: An African Experiment in Radio Forums for Rural Development, Ghana, 1964-1965, Paris, Unesco, 1968.

## RECOMMENDATIONS

138            Basically, our recommendations are as follows:

- i) The Federal Government should immediately set up permanent machinery through which the provinces can participate in the drawing up of a national development program.
- ii) Future Federal-Provincial agreement in the field of regional development should insist more explicitly on the need for public participation in the drawing up of plans and in the implementation of regional development programs.
- iii) The Federal Government should promote the setting up of provincial and regional machinery to achieve effective public participation.
- iv) Extensive research should be undertaken to determine what changes are required in the attitudes and understanding of the public and of officials, and in government machinery and methods.
- v) Government machinery should be such that the public can participate effectively in the decision-making process.
- vi) Social animation programs currently being implemented across the country should be systematically assessed.

vii) Information objectives should be clearly defined and methods determined whereby information services can gather, collate and disseminate information and coordinate their activities with those of services dealing with research and social animation.

viii) The nature of the information to be communicated to the people who participate in drawing up plans and implementing development programs should be defined.

ix) The objectives to be achieved by disseminating information to the Canadian public in general should be clearly defined.

139        The Canadian Council on Rural Development is of the opinion that very special attention should be given to the whole question of public participation and information, in view of its very considerable cultural, socio-economic and political implications. Unless the scope and importance of this problem is recognized and unless the necessary new attitudes are adopted, our government leaders and officials will be unable to play their part in steering towards the common good what appears to be an irreversible trend emanating from the people.

## CHAPTER IV

### JOINT PLANNING

140        We feel that certain basic conclusions emerge clearly from what we have said so far in this review:

- i) There is an urgent need in Canada for national socio-economic development planning, which should be established by the Federal Government, with the help of the provinces and the active participation of the Canadian people.
- ii) There is also a pressing need for comprehensive and integrated development plans designed for regions.
- iii) A clear distinction should be drawn between development and welfare policies, and the two should then be coordinated.
- iv) A clear distinction should be drawn between the essentially political nature of the process required for defining development objectives and the nature and role of the administrative process in which expertise is mobilized to select and set in motion the means of implementing these objectives.

141        We have already suggested that, at the regional and provincial levels where the Federal Government shares the cost of development programs, it should promote the setting up of participation machinery to enable the public to take an active and effective part in development. At the national level, the Federal Government has the direct responsibility for arranging for the establishment of political structures<sup>1</sup> through which the provinces and the public in general can share in planning Canada's socio-economic development.

142        However, because of its complexity and novelty, this is no easy task. To carry it through, the first requirement, we believe, is to move towards a joint agreement on a clear and comprehensive concept of development. To this end, the Canadian Council on Rural Development recommends the creation of a Canadian Development Institute.

#### CANADIAN DEVELOPMENT INSTITUTE

143        We believe that the first requirement is for politicians, senior officials and leaders in all areas concerned, both within and outside government, to combine their knowledge and experience and, as far as possible,

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1. In this context, of course, the phrase "political structures" carries no connotation of partisan politics but refers to the kind of formalized decision-making institutions called for to facilitate the business of government in a new area.

to create the necessary conditions for the nation to move towards a consensus on the whole question of development policies. This will not happen spontaneously, and we are therefore convinced of the necessity to take positive steps to achieve this purpose.

144       The Institute would provide a vehicle to study the problems of development and the means of overcoming them, with a view to gradually developing a clear and integrated concept, in which all aspects of the question were duly considered. It would bring together, in seminars of some duration, persons who, by virtue of their experience or position, could participate both as experts and as students. They would work together with highly qualified specialists of various social, economic and government disciplines who would be brought in to explore varied and complex problems relating to the integrated development of the country, such as rural and urban regional development, government reorganization, public participation, etc.

145       We are not speaking here of a research institute, but rather of a centre where politicians, government officials, the leaders of non-government organizations and academics could examine problems which concern them all and to the solution of which each can and should contribute. Such action would gradually bring about the more profound understanding of the problems of development which is so desperately needed today.

146       In all circles, whether political, government or voluntary, and at all levels, persons in authority are

calling for the shaping of genuine development policies. The Institute we propose could play an important part in developing that deeper knowledge and understanding which might guide people's thinking towards a rational definition and implementation of such policies. For, unless we first reach a consensus on what is needed, we feel that it is pointless to hope that our policies or government machinery will achieve the development we truly desire. It is an illusion to believe that the rational and integrated development of a country such as Canada is a simple matter. On the contrary, we believe that it is a very complex problem and that the achievements to date of many government programs point up the need for hard and diligent thinking and courageous social innovation. Such would be the purpose of the Institute.

147        We do not believe that the normal machinery for negotiation and consultation between departments and between government and private organizations is adequate for the purposes we have in mind.

148        The essential thing, in our mind, is to give birth to a stream of political thought which will promote a more logical approach to fostering balanced social and economic development within the nation. We can create such a body of political thought, provided we have the machinery for the purpose.

149        The Institute, which should be a joint Federal-Provincial undertaking, under a highly qualified director,

would receive delegates from all over the country and, for the conduct of its seminars, would call on experts from various disciplines drawn from universities, business, government and voluntary organizations, both in Canada and abroad.

150           Basically, we feel that the creation of such an Institute is imperative in order to achieve three essential objectives:

- i)   planned socio-economic development of the country;
- ii)   joint planning;
- iii)   general public participation in determining objectives and development planning.

#### THE COORDINATION OF GOVERNMENT AGENCIES

151           In closing, consideration must be given to one particularly pressing problem which has been in existence for some years and which is the subject of frequent complaints right across the country. We refer to the inadequate coordination of government agencies responsible for administering development programs.

152           Despite the new opportunities provided by ARDA to partially fill the role of a coordinating agency, it is common knowledge that Canada has not succeeded in

integrating the policies and programs of the various departments and agencies engaged in development: Agriculture, Energy, Mines and Resources, Finance, Fisheries, Forestry and Rural Development, Indian Affairs and Northern Development, Industry, Manpower, National Health and Welfare, National Revenue, Public Works, Secretary of State, Commerce, Transport, etc.

153 Under the circumstances, it is not to be wondered at that there is often more goodwill than sound sense to be found in programs being implemented in various provinces of Canada. There is no legislative framework or Canadian program to which the Federal Government and the provinces can refer, in directing their efforts and coordinating them with those of other provinces and regions. The absence of a comprehensive outlook or plan has been demonstrated, for example, in the tendency for ARDA funds to be used solely for short-term programs, frequently with somewhat doubtful results.

154 Any attempt to coordinate and unify our administrative machinery can succeed only to the extent that we reach agreement on clear and concrete definitions of the objectives of development. We have already suggested as an important contribution to this goal the creation of a Canadian Development Institute which would bring together the Federal and Provincial governments, and the Canadian people generally through the channel of their voluntary organizations.

155 Once we have successfully defined our objectives, we will no doubt find it much easier to set up coherent govern-

ment machinery to marshal the means for development. Also, we shall be able to determine the administrative responsibilities of the Federal and Provincial governments. As agreement on objectives is achieved, it will be possible to make efficiency the criterion for the choice of means and for the sharing of responsibilities.

156        Action on these lines might also make it possible and desirable to eliminate certain Federal activities at Regional and Provincial levels. For instance, we feel that the part played by Federal Regional Directors or Coordinators is often somewhat ambiguous and needs to be carefully reassessed.

157        Just as a clear and precise definition of objectives is essential before the means of development can be selected, coordinated and put to work, so also any attempt to coordinate government machinery will fall short of its purpose until we have set up the political machinery which will enable the Canadian population as a whole to choose its development objectives. Because we do not have such participation machinery and because we have no integrated plan for the socio-economic development of the country, the pressure of short-term or partial needs has led us to accept the creation of government machinery and programs, which it is practically impossible to coordinate.

158        The need is to generate an overall development policy in the light of the principles we have attempted to set forth. Once this is done, it will be possible adequately to assess various agencies, to bring them into an integrated

framework, to standardize certain approaches and, if necessary, to eliminate others.

159        We, therefore, propose that the first step should be to set up the political machinery which will enable the Canadian people to take part in planning the development of the country. Obviously, this is a complex and time-consuming undertaking. We feel, however, that it is an essential step. Before all else, Canadian society must define itself by determining its development objectives.

## A P P E N D I C E S

### A P P E N D I X A

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ASSISTANT EXECUTIVE DIRECTOR:	Dr. Thomas H. Espie
SECRETARY:	Mrs. Thérèse Millette

## APPENDIX B

### ORGANIZATION MEMBERS

- Atlantic Provinces Economic Council  
Conseil économique des provinces de l'Atlantique  
PARKS, Mr. Arthur C., Director of Research
- Conseil d'orientation économique du Bas St-Laurent  
BELZILE, Mr. Charles Eugène, Director
- Fédération des Caisses Populaires Desjardins  
CHARRON, Mr. Paul Emile, Assistant Executive Director
- Federated Women's Institutes of Canada  
COATES, Mrs. Wells, Convener of Agriculture
- Institut canadien d'éducation des adultes  
LAFORREST, Mr. René, Member
- Confederation of National Trade Unions  
Confédération des syndicats Nationaux  
LEGARE, Mr. F. X., Regional Director
- Canadian Forestry Association  
Association forestière canadienne  
RAYNAULD, Mr. Robert R., President
- Canadian Chamber of Commerce  
Chambre de commerce du Canada  
SMALL, Mr. R. Lawrence, Member
- Union Catholique des Cultivateurs  
SOREL, Mr. Lionel, Executive President
- National Council of Women of Canada  
ABELL, Dr. Helen C., Member
- Canadian Welfare Council  
Conseil Canadien du Bien-Etre  
PORTAL-FOSTER, Dr. C. W., Director of Research

Conservation Council of Ontario  
BERRY, Dr. A. E., President

Indian-Eskimo Association  
Association esquimo-indienne,  
CLARK, Mrs. W. H., Past President

Canadian Labour Congress  
Congrès du travail du Canada  
FRYER, Mr. John L., Director of Research

Fisheries Council of Canada  
Conseil canadien des pêcheries  
O'BRIEN, Mr. C. Gordon, Manager

Co-operative Union of Canada  
Union cooperative du Canada  
SIEMENS, Mr. R. W., Director

National Farmers' Union of Canada  
Union nationale des agriculteurs  
ATKINSON, Mr. Roy., President

Canadian Association for Adult Education  
BAKER, Dr. Harold R., Member

Canadian Federation of Agriculture  
Fédération canadienne de l'agriculture  
BENTLEY, Mr. J. M., President

Canadian Wildlife Federation  
Fédération canadienne de la faune  
CUMMINGS, Mr. Gordon J., President

Western Canada Reclamation Association  
CARTER, Mr. T. R., Manager of South East Kelowna  
Irrigation District

## I N D I V I D U A L   M E M B E R S

FORTIN, Dr. Gerald  
Director, Sociology Department  
Laval University

KIRK, Mr. David  
Executive Secretary  
Canadian Federation of Agriculture

MacKAY, Dr. Jean  
Home Economist  
Prince of Wales College

MacNEIL, Rev. J. N.  
Director, Extension Department  
St. Francis Xavier University

MORSE, Mr. Norman H.  
Professor and Director of Fisheries Research Project  
Department of Economics, Dalhousie University

PEPIN, Dr. Pierre-Yves  
Professor, Institute of Town Planning  
University of Montreal

RICHARDS, Dr. N. R.  
Dean of Ontario Agricultural College  
University of Guelph

RUTHERFORD, Brig. T. J.  
Past Chairman  
Farm Credit Corporation

SNOWDEN, Mr. Donald  
Director of Extension Service  
Memorial University of Newfoundland

VAN VLIET, Dr. H.  
Professor and Head of the Department  
of Agricultural Economics  
University of Saskatchewan

## A P P E N D I X C

### STATUTE, CONSTITUTION AND MANDATE

#### COUNCIL

There shall be a national advisory council on rural development which shall advise the Rural Development Administration and the Minister of Forestry for Canada on rural development questions, and which shall be called alternately The Canadian Council on Rural Development or Le Conseil Canadien de l'Aménagement Rural.

#### MEMBERSHIP

This Council shall consist of not less than 25 persons or more than 40 persons.

#### DISTRIBUTION

There shall be no formal provincial representation on the Council but normally, Council should have members from all Provinces in Canada.

#### COMPOSITION OF COUNCIL

Associations and organizations in Canada interested in rural development, and to be designated by the Minister of Forestry, shall each be invited to name one member to the Council. Persons so named shall constitute no less than half of the Council at any time. Each organization or association may review its representation on Council annually and report to the Minister its appointment to Council for the coming year. The remainder of the members shall be named by the Minister.

#### TERM OF OFFICE

The Minister shall invite associations and organizations to participate in the Council for an initial period of three years. Individual members named by the Minister shall be named for an initial period of two years. No member of the Council shall be excluded from reappointment.

### CHAIRMAN

A Chairman shall be appointed from the membership by a majority vote of Council. The Chairman shall hold office for two years and may be elected for more than one term.

### EXECUTIVE

There shall be an Executive Committee consisting of five members of Council appointed from the membership for a period of two years.

### MEMBERSHIP EXCLUSION

No member of the Council shall have an employee relationship with the Government of Canada or with the Government of any Province of Canada.

### ASSOCIATIONS AND ORGANIZATIONS

The Council shall look to association representatives to keep the Council informed of the views and concerns of their organizations, on rural development problems as those organizations see them, in light of the Council's continuing work and findings.

### FUNCTION AND PURPOSE

The general role of the Council will be to advise the Minister on the scope, direction and implementation of Canada's rural development program and policy. Within this general framework the Council would fulfill several important functions, chief among which would be:

- (1) To consider specific questions referred to it by the Minister.
- (2) To provide a forum for the expression of views, comments and suggestions by national organizations with a direct and active interest in rural development, and to provide a vehicle for the orderly transmission of these views to the Minister.
- (3) To facilitate consultation between the Minister and leading experts in the various disciplines connected with rural development by providing a permanent structure for such consultation.

- (4) To ensure continuity and coherence in Canada's long-term rural development policy.
- (5) To facilitate public understanding -- particularly academic and organizational -- of Canada's rural development program.

#### REFERENCE TO COUNCIL

The Minister may refer to the Council for its consideration and advice such questions relating to the operation of the Rural Development program or such other questions as he desires. The Council shall, following such reference, estimate when it will complete its investigation and forward a reply.

#### INITIATION OF EXAMINATIONS BY COUNCIL

In addition to investigating and reporting upon all matters referred to it by the Minister the Council may investigate such other matters relating to rural development as may be decided by a majority vote of the Council.

#### QUORUM

A quorum shall consist of half of the membership of the Council, plus one.

#### PROCEDURE

The Council may make rules for regulating its proceedings and the performance of its functions and may provide therein for the delegation of any of its duties to any special or standing committees of its members.

#### STAFF

The Minister may provide the Council, from the public service of Canada, with such technical, professional, secretarial and other assistance as the Council may require.

#### INFORMATION

The Minister shall make available to the Council such information as the Council reasonably requires for the proper discharge of its functions.

## TRAVELLING EXPENSES AND PER DIEM ALLOWANCES

Members shall serve without remuneration, but each member is entitled to be paid his normal travelling expenses incurred, with the approval of the Minister, in connection with the work of the Council and may, with the approval of the Minister, be paid an honorarium of fifty dollars for each day he is necessarily absent from his home in connection with such work.

## MEETINGS

The Council shall meet at the call of the Chairman, which may be in response to a request from the Minister. The Council shall meet at least twice a year.

## MINISTER ADVISED

The Minister shall be advised of all meetings of the Council and all committee meetings of the Council and shall receive all reports and proceedings of such meetings.

## MINISTER MAY ATTEND

Minister and/or his designated representatives may attend meetings of the Council and committee meetings of the Council.

## OBSERVERS

The Chairman may invite observers to Council meetings and shall consult with the Minister as appropriate.

## STUDIES AND OTHER INVESTMENTS

- (1) Council may, at its own discretion, undertake studies which shall be financed from the budget of Council as established annually;
- (2) Council may ask the ARDA Administration to finance and carry out studies on its behalf in co-operation with Council; and
- (3) Council may recommend that the ARDA Administration finance and carry out studies,

but, in the case of (2) or (3), should the Minister not approve a request for a study, he shall outline the reasons for such rejection in a letter to the Chairman of the Council.

#### PUBLICATION OF FINDINGS AND VIEWS

The Council shall be free to publish its views and reports and the results of any studies in which it has participated or which it has had prepared on its account after these have been presented to the Minister. The Council shall prepare and publish an annual report.

#### COUNCIL YEAR

A year in these Terms of Reference shall mean twelve months beginning April 1 and ending March 31.

Adopted by the Canadian Council on Rural Development in Ottawa at its meeting April 14, 1966.

Approved and signed by:

Signed by:

Maurice Sauvé,  
Minister of Forestry.

N. R. Richards,  
Chairman of the  
Canadian Council  
on Rural Development

## APPENDIX D

### RULES AND PROCEDURE

#### RECOMMENDATIONS

Council will make recommendations only on the basis of work considered by Council.

#### PUBLICATIONS

Council will publish all findings and recommendations as well as the supporting material upon which the findings and recommendations are based.

All contracts let by Council shall reserve for Council all rights of publication.

#### PUBLIC STATEMENTS

The Chairman, in consultation with the Executive, may make official statements in public but, in general, the media of communication will be official publications or reports.

#### CONTRACTS AWARDED BY THE COUNCIL

No member of Council should be under contract to Council nor should assume a major share of any Council study.

Association with a university or other institution under contract with Council does not automatically disqualify anyone from sitting on Council. The Chairman must judge whether the relationships arising from the contract will constitute a conflict of interest.

Council members can accept fees and expenses from a Council contractor providing these fees do not constitute a major share of the contract cost.

#### MEMBERS OF COMMITTEES

Members of committees established by Council shall be appointed by the Chairman on the advice of the Executive Committee.

Membership of such committees shall consist only of members of Council, but this will not in any way restrict the use of advisors who are not members of Council.

Each year the Chairman, on the advice of the Executive Committee, has the privilege of reviewing the nominations of members sitting on committees established by Council.

#### ATTENDANCE

Council expects regular attendance by delegates of member organizations and individual members but recognizes that absence will occur. Too frequent or consistent absenteeism on the part of a delegate or an individual member would, however, denote a lack of seriousness toward the deliberations of Council.

In the case where a delegate or an individual member is frequently or consistently absent from Council meetings the Executive Committee may report the case to the Honourable Minister of Forestry.

#### ALTERNATES

A) Members representing organizations.

Since:

- i) it would be preferable to have only one official representative for each of the organizations that are members of Council in order to ensure continuity of participation,
- ii) it is not always possible in practice to meet this requirement,
- iii) the most important thing is to make sure that organizations take part in the discussions and activities of Council

each organization may name one representative who may sit on Council as an alternative for the official representative already appointed.

The attendance of an alternative will be considered by Council as an exceptional measure, which, too often repeated, would denote, on the part of an organization, a lack of seriousness toward the deliberations of Council.

In the case of too frequent use of this practice by one or several organizations, the Executive Committee may report the case to the Honourable Minister of Forestry.

B) Individual members.

Since the criteria taken into consideration in the selection of people appointed as individual members are more closely related to the individual himself, under no circumstances could individual members of the Council be replaced by a substitute.

C) Members of Executive and Projects Committees.

Since:

- i) the specific nature of the tasks of the Executive and ad hoc or standing committees,
- ii) the relatively restricted number of members sitting of Executive and ad hoc or standing committees,
- iii) a continuity in the participation of members of Executive and ad hoc or standing committees,

under no circumstances should members of these committees be replaced by alternates.

ELECTIONS TO CHAIRMANSHIP AND EXECUTIVE COMMITTEE

A) Nominations.

A form will be sent to each Council member indicating that he may nominate one person for Chairman and five others for positions on the Executive Committee.

B) Candidacy.

The Executive Director will contact each member who has been nominated to determine whether the member will stand for election, as nominated, to be Chairman or for member of the Executive Committee.

C) Election.

The election for Chairman will be held first.

i) Election to Chairmanship.

Ballots on which will appear the names of candidates for the Chairmanship will be distributed to members. Each member will vote for a candidate by marking an "X" in one block on the ballot that has been given to him. All ballots will then be counted by the Executive Director and the Assistant Executive Director acting as returning officers. The candidate receiving the most votes will be declared elected.

In case of a tie election, the Executive Director will name those who have tied and another election will be held to decide between them. The process will be continued until the tie is broken and a candidate declared elected.

When the Chairman has been elected, all other candidates who have been proposed for the Chairmanship will automatically become candidates for the election of Executive Committee.

ii) Election to Executive Committee.

The name of the elected candidate for Chairman will then be removed from the ballot for Executive Committee.

Ballots, on which will appear the names of candidates for membership on the Executive Committee will be distributed to members.

Each member will vote for five candidates by marking an "X" in five blocks on the ballot that has been given to him. All ballots will then be counted by the Executive Director and the Assistant Executive Director acting as returning officers. The five candidates receiving the most votes will be declared elected.

In the case of a tie election for the last position on the Executive Committee, the Executive Director will name candidates who have tied and another election will be held to decide between them. The process will be continued until the tie is broken and a candidate declared elected.

#### DUTIES OF THE EXECUTIVE DIRECTOR

The Executive Director shall carry out the duties outlined for him in the "Statement of Duties" for his position and he shall be responsible for the management of the Secretariat.

In respect of the relationship between Council and the Rural Development Branch of the Department of Forestry, the Executive Director shall particularly keep informed on policy problems, principles and alternatives under discussion by that Branch. He may, at his discretion, attend all discussions on policy matters to which he is invited by the Branch, provided such participation in no way implies commitment by Council to any policy or program. He shall inform Council of the nature of these problems, principles and alternatives as they evolve, and recommendations respecting future programs of work.

## A P P E N D I X E

### STATEMENT OF EXPENSES

Administration .....	\$ 17,106.36
Travelling expenses, honoraria, meeting rooms rental, rental of translation equipment, inter- preters and related expenses, etc. ....	\$ 54,951.13
Contract fees .....	\$ 27,959.35
Revising and editing of texts .....	\$ 2,016.35
Printing .....	\$ 5,199.60
<hr/>	
TOTAL	\$107,232.79







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# RURAL CANADA 1970: PROSPECTS AND PROBLEMS



## THIRD REPORT AND REVIEW

Canadian Council On Rural Development  
Ottawa 1969









# **RURAL CANADA 1970: PROSPECTS AND PROBLEMS**



**THIRD REPORT AND REVIEW**

**Canadian Council on  
Rural Development**

**Ottawa 1969**

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Information Canada  
Ottawa, 1970

Cat. No. : RE61-2/1970

The Honourable Jean Marchand, P.C., M.P.,  
Minister of Regional Economic Expansion,  
Ottawa, Ontario.

Dear Mr. Marchand:

I have the honour of submitting to  
you the Third Report and Review of the Canadian  
Council on Rural Development.

It is hoped this Report will make a  
significant contribution to the national debate  
on rural development policies.

Yours sincerely,

A handwritten signature in cursive script, reading "David Kirk".

David Kirk  
Chairman

Ottawa, July 1970



## CANADIAN COUNCIL ON RURAL DEVELOPMENT

### ORGANIZATION MEMBERS

Agricultural Economics Research Council of Canada  
Conseil de la recherche en économie agricole du Canada  
MacEACHERN, Dr. Gordon A., President

Atlantic Provinces Economic Council  
Conseil économique des provinces de l'Atlantique  
JENKINS, Dr. W.A., Governor

Canadian Association for Adult Education  
BAKER, Dr. Harold R., Member

Canadian Chamber of Commerce  
Chambre de commerce du Canada  
SMALL, Mr. R. Lawrence, Member

Canadian Federation of Agriculture  
Fédération canadienne de l'agriculture  
BODEN, Mr. E.A., Second Vice-President

Canadian Forestry Association  
Association forestière canadienne  
RAYNAULD, Mr. Robert R., Past President

Canadian Labour Congress  
Congrès du travail du Canada  
BEAUDRY, Mr. Jean, Executive Vice-President

Canadian Water Resources Association  
CARTER, Mr. T.R., Manager

Canadian Welfare Council  
Conseil Canadien du Bien-Etre  
WHEELER, Mr. Michael, Director of Research

Canadian Wildlife Federation  
Fédération canadienne de la faune  
CUMMINGS, Mr. Gordon J., Member

Confederation of National Trade Unions  
Confédération des syndicats Nationaux  
LEGARE, Mr. F.X., Regional Director

Conservation Council of Ontario  
BERRY, Dr. A.E., President

Federated Women's Institutes of Canada  
COATES, Mrs. Wells, Convener of Agriculture

Fisheries Council of Canada  
Conseil canadien des pêcheries  
O'BRIEN, Mr. C. Gordon, Manager

Indian-Eskimo Association of Canada  
Association des Indiens et des Esquimaux du Canada  
CLARK, Mrs. W.H.

Institut canadien d'éducation des adultes  
LAFOREST, Mr. René, Member

Institut coopératif Desjardins  
BARBIN, Mr. Gérard, Directeur Général

National Council of Women of Canada  
ABELL, Dr. Helen C., Member

National Farmers Union of Canada  
Union nationale des agriculteurs  
ATKINSON, Mr. Roy, President

National and Provincial Parks Association  
Association des Parcs nationaux et provinciaux du Canada  
HENDERSON, Mr. Gavin, Executive Director

The Co-Operative Union of Canada  
Union coopérative du Canada  
CRYDERMAN, Mr. Fenton, Director

Union Catholique des Cultivateurs  
SOREL, Mr. Lionel, Member

## INDIVIDUAL MEMBERS

ABRAMSON, Dr. Jane  
Associate Professor, Department of Continuing Education  
University of Saskatchewan

BREWIS, Dr. T.N.  
Director, Department of Economics  
Carleton University

DANEAU, Dr. Marcel  
Directeur du Département d'économique, Faculté  
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Faculté des sciences sociales  
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KIRK, Mr. David  
Executive Secretary  
The Canadian Federation of Agriculture

MacKAY, Dr. Jean  
Home Economist  
Mount St. Vincent College

MacNEIL, Most Rev. J.N.  
Bishop of Saint-John

MORSE, Dr. Norman H.  
Director of Fisheries Research Project,  
Department of Economics  
Dalhousie University

RICHARDS, Dean N.R.  
Ontario Agricultural College  
University of Guelph

SNOWDEN, Mr. Donald  
Director of Extension Service  
Memorial University of Newfoundland

## SECRETARIAT

Dr. Tom Espie, Executive Director

Mrs. Thérèse Millette, Administrative Assistant



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#### APPENDIX A

# INTRODUCTION

In February 1969, the CCRD held a seminar at Geneva Park near Orillia in Ontario, to discuss some of the basic issues in rural development. This was not to be a gathering of professors or planners. Apart from members of the CCRD itself the only people to be invited were country people, grass-roots people from every part of Canada, many of them farmers, all of them involved, in one way or another, on a day to day basis, with the business of agriculture or with the fishing industry. The majority of those invited were intimately concerned with the development of the area in which they lived.

For three days, discussion ranged freely and uninhibitedly over every aspect of rural life. Development projects, programmes and policies originating with Federal and Provincial governments were examined and assessed. Participants from the different parts of the country found that they had many experiences and problems in common.

These were energetic people, resourceful and imaginative. They were also worried. As the report of the Seminar noted:

*"In very simple terms, the participants felt themselves threatened. A combination of economic circumstances and apparent government disinterest had combined to place in jeopardy, not only their economic destiny, but the institutions of which they were a part and, indeed, their very way of life. In speech after speech, the note of crisis came through loud, clear and unmistakable."*<sup>1</sup>

Indeed, the word "crisis" is not too strong to describe the situation now facing the rural Canadians. It is not only that the riches of the affluent society have somehow passed them by. Such small share of our new found national wealth as does come their way is, from year to year, diminishing. Indians and Metis, on an off, the reserves, fishermen in the Maritimes and Newfoundland, grain farmers in the Prairies, and many farmers in other parts of the country see themselves left behind by a

---

<sup>1</sup> Canadian Council on Rural Development, Report of a Seminar held at Geneva Park YMCA, Orillia, Ontario, on February 3, 4 and 5, 1969, (Ottawa: CCRD, 1969), p. 28. This report was approved by all those participating in the seminar.

society almost totally committed to maximization of industrial production and very little else.

In Canada, such part of our attention as is not focused on maximization of national production has been particularly concerned with the problems of regional disparities, with the marked variations in economic activity between our fast-growth areas, such as British Columbia and Ontario, and such slow-growth areas as the Maritimes.

This concern with inter-regional economic disparities is entirely right and proper. However, there is a danger that to some extent it may distract our attention from the most glaring of all economic disparities, that which separates rural Canadians from urban Canadians in all regions of the country and in all provinces.

The problem of rural disadvantage is, of course, by no means peculiar to Canada.

The prime rural industry is agriculture and in nearly every part of the world agriculture has not been able to keep step in prices and incomes with the rapid advance of the industrial sector.

Because of the low price elasticity of demand for most agricultural products, the increasing wealth of society generated by industry has a reduced impact on the agricultural sector. Whatever new heights urban incomes may attain, demand for food can only increase up to a certain point. The fishing industry is in the same position. This is one of the main underlying causes of poverty in rural Canada.

Rural poverty, like poverty everywhere, is circular, feeding upon itself. Low incomes lead to sub-standard housing and living conditions and a reduced communal tax base which, in turn, produces a low level of social infrastructure and amenities. These factors, in combination with reduced employment opportunities and the attraction of more modern, urban life-patterns, result in a flow of the population to the cities. The progressive reduction in population of rural areas tends to produce a further reduction in the tax base with resultant further deterioration in social infrastructure.

This is the baleful logic of the downward spiral. Educational facilities suffer. Retail outlets become unprofitable and close. Professional services become attenuated. Farms are deserted. Agricultural communities and fishing villages which have existed for generations disappear.

And this, of course, is not solely a rural

problem. The rural poor, forced by economic circumstances to emigrate to the cities, because of the difficulties they find in adapting to the urban environment and in acquiring industrial skills, may rapidly come to represent a new substratum of the urban poor.

The present report examines the nature and extent of rural disadvantage in Canada, gives an account of past and present government policies intended to cope with the situation and finally makes some recommendations which, it is hoped, might serve as the basis for a renewed attack on what must be regarded as a problem of urgent national concern.

Rural poverty cannot be ignored. Twenty-six per cent of Canadians live in rural areas. Of course, all of them are not poor. Many of them, however, far too many for such an affluent nation as Canada, exist in relative material deprivation. Most of them live in conditions or in communities which, by urban standards, are to a greater or lesser extent, disadvantaged. They must not become our nation's forgotten fourth!



# CHAPTER I

## RURAL CANADA AND URBAN CANADA: A SURVEY OF SOME RELEVANT PARAMETERS

This section of the present document will comprise an attempt to build up a picture of the situation in which rural Canadians live today and of the problems which they face. Necessarily, it consists largely of statistical data.

In this regard, we have had to accept certain constraints. Much of the data we would like to have is simply not available. Much of what is available is several years old. Information on rural conditions as such is particularly sparse.

In the first place, because the flow of population from the country to the cities is central to any consideration of contemporary rural problems, we have given careful attention to the demographic situation.

Secondly, we have examined incomes and employment.

Thereafter, we have sought to build up a composite picture of the "level of living" in rural Canada by reference to such areas as health, education and housing.

Throughout, the intention has been "to tell it the way it is" for rural Canadians as we move from the 1960's into the 1970's.

### A. POPULATION

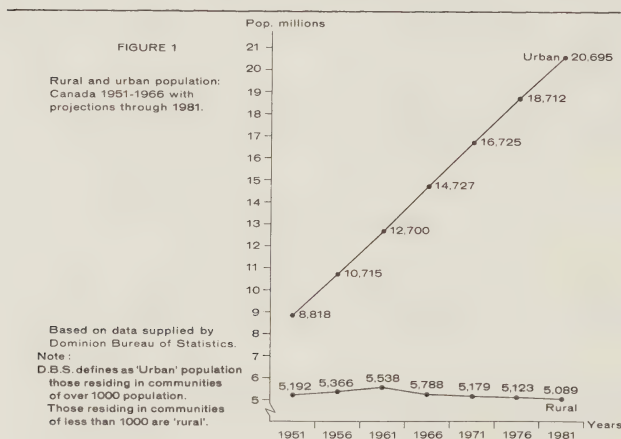
An increasingly rapid flow of rural people to the cities and a phenomenal expansion of urban populations is increasingly apparent in all parts of the world. Of course, rural populations have always migrated to cities. Industrial advance has long been predicated on a continuing flow of new workers from the rural hinterland. What is most striking about the contemporary situation is the vastly enhanced rate of that flow and the totally new human situation into which it is propelling us, whether we like it or not.

For example, in the 150 years between 1800 and 1950, the world population of cities with more than 100,000 grew from 15 million to 314 million and the world population of cities with more than 200,000 inhabitants grew from 22 million to 502 million. In spite of this rapid growth in urban populations in 1950, 80% of the world's people were still rural.

But the rate of urban growth is increasing so rapidly today that it has been estimated that by the turn of the century only about 30% of world population will still be rural.<sup>1</sup>

Canada, is, in fact, among the most affected of developed countries by the rapid process of urbanization.<sup>2</sup> This dramatic growth in Canada's urban population is complemented by a progressive flow of emigrants from rural areas.

Figure 1 illustrates recent changes in the relationship between urban and rural Canadian populations



<sup>1</sup> ERNEST WEISSMAN, "The Great Migration to the City" in Hans Singer, Nicolas de Kun and Abbas Ordoobadi (eds.) International Development, 1966, (Dobbs Ferry, New York: Oceana Publications Inc., 1967), p.44.

<sup>2</sup> The annual rate of increase of population in cities of 100,000 or more for Canada, (1956-61), was 2.56%, compared with 1.42% for U.S.A., (1950-60); 1.09% for France, (1946-54); 1.81% for Sweden, (1950-60); and -3.15% for U.K., (1951-61). United Nations, Urbanization: Development Policies and Planning, International Social Development Review No. 1, p.81, (New York, United Nations, 1968).

together with projections regarding expected changes in these populations through 1981.<sup>1</sup>

Figure 2 illustrates the way in which this national flow of population from country to city takes on a different pattern in the various parts of Canada. Urban centres in all provinces, except Nova Scotia, have gained in population from this migration, whereas rural areas in all provinces have suffered a loss.

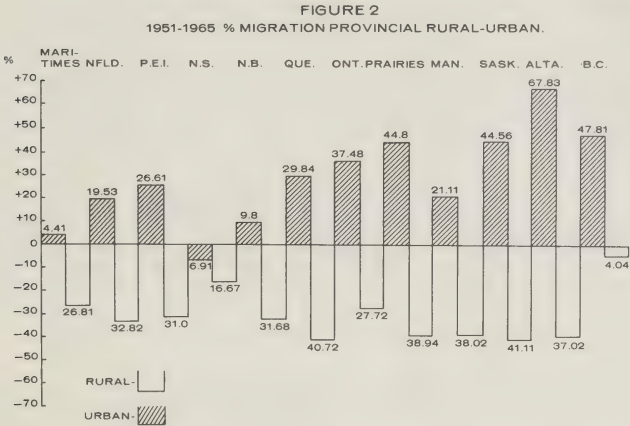
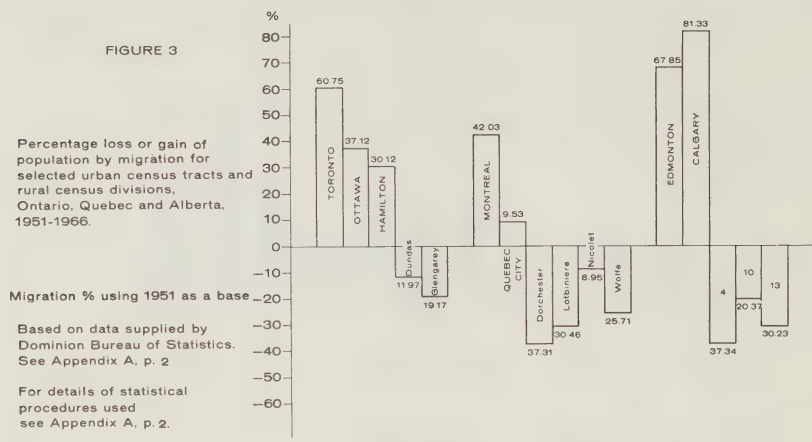


Figure 2 represents accurately the overall picture of a flow of population from rural to urban areas. In certain respects, however, it might be somewhat misleading. It is based on figures compiled by the Census Division of the Dominion Bureau of Statistics which subsumes under the general heading of "rural non-farm" people residing in communities of less than 1,000 population. It also classifies as "urban" those residing in small communities of more than 1,000 population. In other words many of those classified as "rural" are not in fact, particularly rural, and many of those classified as "urban" are not by the same token particularly urban.

Figure 3 is intended to throw clearer light on the real situation and is based on figures for three provinces derived from nine census divisions in which rural

<sup>1</sup> For percentage increases and decreases in total urban and rural populations for Canada and the Provinces projected through to 1981, see Table 1. For rural population as percentage of total population on the same basis, see Table 2. Both tables in Appendix "A".

farm people represent more than 70% of total population and from seven metropolitan census tracts containing urban populations in excess of 100,000. These provinces - Ontario, Quebec and Alberta - have been selected for the simple reason that they are the only ones containing census divisions and tracts satisfying both rural and urban criteria as detailed above.



It is not suggested that the growth in the population of large cities recorded in each region is underwritten by losses in rural farm population recorded in the same region. Obviously there is a movement of rural farm people to rural non-farm areas and smaller towns. But, undeniably, the largest gains in population are being made by the larger cities and the biggest losses of population are being experienced by rural farm areas.<sup>1</sup>

Rural non-farm populations, on the other hand, are on the increase. The reason for this disparity may well lie in the growing tendency to specialization in the agricultural sector. Many jobs once done on the farm are now performed by some off-the-farm specialists.

Figures 4 and 5 in Appendix "A" graphically illustrate the manner in which the rural to urban population flow impinges most dramatically on rural farm people and

<sup>1</sup>

The actual scope of this rural-to-urban exodus is largely disguised by high rural birth rates, which can stabilize the population of a particular rural area in terms of numbers, while at the same time large numbers of migrants are leaving for the city.

is leading to a far more striking population expansion in the larger than in the smaller ones.

Of course, in certain circumstances, where the economic base is insufficient to support the existing population, such a flow may benefit many of those concerned.

In other cases, a relatively small diminution in the population of a community through out-migration may have a critical effect on the viability of that community.

A particularly unfortunate aspect of the flow of population from rural areas to the big cities is that this migration is highly selective in terms of age. It is the young people and those of working age who are leaving in the greatest numbers.<sup>1</sup> Those who remain tend to include a higher proportion of the very young and the old than is found normally.

For the rural areas, of course, this represents a distressing situation. Old people and the very young generate high demand for expensive services in the health, social support and education areas, which can be a pressing economic burden for a depleted work force.<sup>2</sup>

Why this great migration in the first place?

We have already touched upon some of the reasons: prices for agricultural products that fail to keep up with other rising prices, technological innovations that render labour redundant, higher wages being offered in industry. But there are other reasons, as much social and psychological as economic.

We live in an urban age. Because of enhanced mobility, because of the extension of mass communication nets to every part of the country and to every quarter of society, we are, whether we like it or not, moving rapidly and inevitably toward homogeneity in speech, manners and life style. Urban styles, urban fashions, urban habits of speech and modes of thought increasingly pervade the whole fabric of our society.

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<sup>1</sup> A recent informed estimate indicates that since World War II, rural Canada has lost between 1½ and 2 million young people to the cities. Federal Task Force on Agriculture, A report to the Minister of Agriculture, (Ottawa 1969, Department of Agriculture), p. 15.

<sup>2</sup> For a graphic representation of the different age make up of diminishing rural populations and growing metropolitan populations, see Figures 6 and 7 in Appendix "A".

Of course, a flow of population from the country to the city is not necessarily a disaster. Mobility is, in fact, an essential aspect of the modern society.

The real question is not so much whether mobility is necessary but how much mobility is equitable, not so much whether there should be a flow of population from rural to urban areas, but how great and how rapid a flow is desirable in social and human terms.<sup>1</sup>

## B. INCOMES

It is by no means easy to establish meaningful measures of rural incomes. This is especially so when it comes to measuring farm incomes.<sup>2</sup>

Nevertheless, such measures as we have point to the conclusion that very considerable discrepancies exist between rural and urban incomes in all parts of Canada. Poverty in rural Canada is, in fact, a commonplace. This was recently underlined by Dr. D.L. McQueen, Director of the Economic Council of Canada, giving evidence before the Special Senate Committee on Poverty. In answer to a question as to where existed the worst poverty in Canada, he stated categorically:

*... "the greatest incidence of poverty and the highest per cent of poverty is definitely found in rural areas".*<sup>3</sup>

This conclusion is certainly consonant with the findings of Buckley and Tihanyi comparing urban incomes with rural farm and non-farm incomes, (See Table 3 in Appendix "A"). The figures they cite suggest that the biggest gaps between urban and rural incomes exist in the

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<sup>1</sup> TOM KENT, Deputy Minister of Regional Economic Expansion, in speech to the Annual Meeting of the Montreal Economics Association, Montreal, May 20, 1969, expresses the same thought. "...there are limits" he says, "to the extent of mobility that is compatible with equity."

<sup>2</sup> DR. D. L. McQUEEN, Director of the Economic Council of Canada comments: "If our state of information regarding the non-farm poor is highly inadequate, it is even more so for the low-income farm population, in Canada." The Senate of Canada, Proceedings of the Special Senate Committee on Poverty No. 1, (Ottawa: Queen's Printer, 1969), p. 9.

<sup>3</sup> DR. D.L. McQUEEN, op. cit., p. 25.

poorest provinces. The rural poor in these provinces would seem thus to be doubly discriminated against.

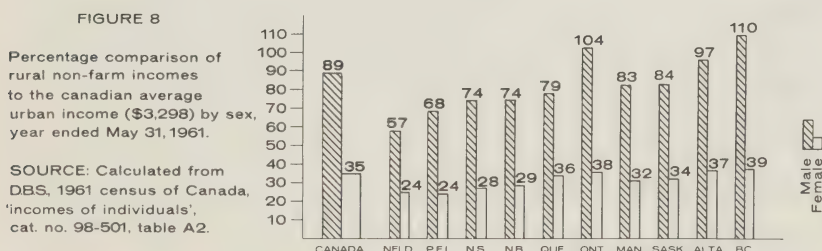
Chernick has produced figures contrasting income per worker in agriculture with income per worker in non-agriculture which indicate the same basic situation. (See Table 4 in Appendix "A").

According to Chernick, in every province, there is a big disparity between agricultural wages and non-agricultural wages. Further, this disparity is most marked in the poorer provinces. For example, the agricultural worker in Nova Scotia earns 27% of the nonagricultural worker's wage in Nova Scotia, whereas the agricultural worker in British Columbia earns 68% of the British Columbia nonagricultural worker's wage.

Cross-provincial and cross-industry comparisons are even more striking. The agricultural worker in Nova Scotia earns 21 cents for every dollar earned by the nonagricultural worker in British Columbia!

The conclusion is unavoidable. The most striking disparities in Canadian incomes are not so much between provinces as between the agricultural sector and the nonagricultural sector, in every part of the country.

Figure 8 graphically presents the disparity between rural non-farm incomes and the average Canadian urban income.



In every province, rural non-farm males earn less than urban males, and rural non-farm female workers earn less than urban female workers.

Female non-farm workers are particularly badly off against. As a group they must be among the lowest paid in Canada, earning only 35% of the average Canadian income. In Newfoundland and Prince Edward Island, female rural workers earn less than 24% of the average Canadian income.

The economic situation of many Canadians in the primary industries is bleak. This is certainly true for the farmers.

A Federal Task Force on Agriculture, in a Report to the Minister of Agriculture, recently estimated that, for 1967, on a national net farm income of \$1,529 million, and assuming a wage rate of \$1.25 per hour for the unpaid work of farmers, the national average return on capital invested to the farmer was 1.2%.

Conversely, assuming a 6% return on capital, the wages of farmers worked out at about 40 cents an hour.<sup>1</sup>

In certain areas the problem was particularly severe. For example, in 1966, net farm income of farm families in the Atlantic Provinces was about half of that in Ontario and about 40% of that in the Prairie Provinces. About two-thirds of farms in the Atlantic Region had gross farm sales of less than \$2,500 in 1966.<sup>2</sup>

Details regarding the economic status of Canadian farms is given in Table 5 in Appendix "A". This table derives from a paper prepared for the recent Canadian Agriculture Congress, by the Federal Task Force, on the Low Income Sector in Canadian Agriculture. The same paper, seeking to establish a poverty benchmark, utilizing the definition of poverty evolved by the Economic Council of Canada, and assuming the average farm family to have 1 or 2 children, reaches the conclusion that only those farms with gross sales of more than \$5,000 can be considered moderately well off. Those farm families in the lower five categories would be considered to be suffering from some degree of poverty.<sup>3</sup>

<sup>1</sup> Federal Task Force on Agriculture, op. cit., pp. 3-4.

<sup>2</sup> Ibid, p. 6.

<sup>3</sup> Federal Task Force on Agriculture, Low Income Sector in Canadian Agriculture, (Ottawa: Canadian Agriculture Congress, 1969), p. 5.

This assessment would not seem to be any exaggeration. It should be borne in mind that in many areas, for example Saskatchewan, operating expenses may absorb 40% to 50% of gross sales.

These poor farms, it will be seen, comprise the majority, about 55%, of Canadian farms. They deploy 28% of total farm capital and produce less than 14% of the gross value of agricultural sales.

Although off-farm work increasingly raises some marginal farm families above the poverty-line, the same paper estimates that one in three of Canada's farm families are suffering from dire economic disadvantage. The authors stress the crucial nature of the problem thus:

*"What distinguishes the really poor third (or so) of the farming population from the middle strata is the urgency of their needs. Well-designed rural policies will benefit them too, or at least their children, but in the name of human decency and compassion we must find short-term -- very short-term measures to help them now."*<sup>1</sup>

Why are rural people poor?

The answer must lie in the fact that agriculture, by any account the basis of rural employment and prosperity, and, also, the basis of a large proportion of urban economic activity, is increasingly a vulnerable sector in the national economy.

Agriculture, as an industry, suffers from two persistent problems: (1) wide fluctuations in commodity prices, and, (2) what has become known as the cost-price squeeze.

As the Federal Task Force in Agriculture points out in its Report to the Minister of Agriculture, sharp changes in farm incomes from year to year are not so much the exception as the rule. As a consequence, in poor years many farmers are forced into debt.<sup>2</sup> Increased returns in good years are thus absorbed in liquidating debt rather than in adding to the productivity of the farm unit by investing in more efficient plant or in increasing its size so as to derive benefit from the economies of scale.

As well as being subject to sharp year-to-year fluctuations, farm prices for many products, in recent years, have shown a long term increase. However, the costs to the farmer of purchases he must make as a consumer, and in order to stay in business as a farmer, increased far more sharply. His revenues have increased somewhat but the relative magnitude of his expenditures has increased far

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<sup>1</sup> Ibid., pp. 19-20.

<sup>2</sup> Federal Task Force on Agriculture, A Report to the Minister of Agriculture, (Ottawa: Department of Agriculture, 1969), pp. 7-8.

more. This is the cost-price squeeze.<sup>1</sup>

Both problems are by no means peculiar to the Canadian farm sector. Producers of raw materials of all sorts, in particular, producers of commodities, in every part of the world are plagued with the same problems. They are price-takers not price-makers.

The Canadian farmer, in fact, is trapped in a very similar position to that of the commodity producer in the under-developed countries, a position made worse because of inflation.

Heady underlines how the inflation so characteristic of today's economy is particularly damaging to the farmer.

*"In bidding higher prices for non-farm goods and services, the consumer also bids up the cost of steel, labor, petroleum, and other materials which produce the 'more luxury' goods, although other market variables and forces aid this process. Consequently, the cost of tractors, lumber, fuel, fertilizer and other cost items of the farm is kept up... This, then, is a cause of the farm price squeeze. The consumer says that he has a higher income and wishes relatively more of the nation's resources used for non-farm goods, and fewer farm goods."<sup>2</sup>*

Figure 9 graphically illustrates the situation as it has affected the Canadian farmer since the last war. Since 1966, the position has clearly deteriorated. A world surplus of wheat brought about by increased crop yields in the developing countries has produced a depression in the Prairie provinces. If there is no improvement, it may well kill Canadian agriculture. This is the conclusion of

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<sup>1</sup> The only escape from the logic of the cost-price squeeze open to the producer is to enhance efficiency by availing himself of the advantages of recent technological innovation. This of course is an option more readily available to the larger more affluent producer. The cost-price squeeze thus hits the smaller poorer producer hardest.

<sup>2</sup> EARL O. HEADY, Agricultural Policy Under Economic Development, (Ames, Iowa: Iowa State University Press, 1962), p. 41.

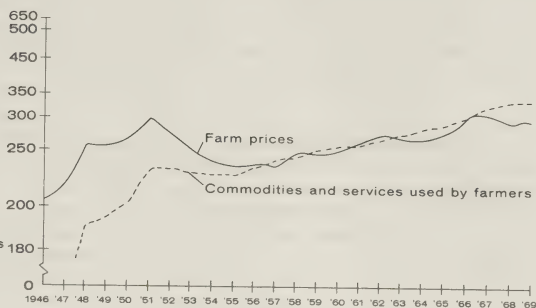
no less a person than Otto Lang, Minister without Portfolio.<sup>1</sup>

FIGURE 9

1935-39 = 100

Index numbers of farm product prices and prices of commodities and services used by farmers, all-Canada, 1946-1969.

From D.B.S., Index numbers of farm prices of agricultural products, price index of commodities and services used by farmers, Cat. no. 62-004, Cat. no. 62-003 and D.B.S.



There are, of course, other factors which play a role in determining the generally depressed level of rural incomes. Many rural areas, for example, suffer locational disadvantages in so far as the establishment of secondary industry is concerned.

Whatever the causes, the fact of rural poverty is no matter of mere academic interest. It is the woof and warp of human tragedy.

As the United States Advisory Commission on Rural Poverty sadly reported to President Johnson:

*"The people employed in agriculture, forestry, fisheries, and mining supply the products and materials for our food, shelter, clothing and manufacturing industries. It seems ironic that those closest to the mainsprings of our economic development are those most adversely affected by it. They have borne the brunt of the forces of technological development. Often their increased productivity has been rewarded by*

<sup>1</sup> OTTO LANG, Minister without Portfolio, in a speech to the Canadian Farm and Industrial Equipment Institute, (Banff, June 17, 1969).

*lower incomes."*<sup>1</sup>

### C. EMPLOYMENT

The paucity of available statistical information regarding rural Canada is particularly apparent when it comes to the employment situation.

Such figures as are available have been compiled on an experimental basis and can only be regarded as approximate. Also, they are not concerned with rural unemployment as such but compare participation in the labour force and unemployment in rural areas and towns under 15,000 population with the same rates in towns over 15,000. In spite of these reservations they are the best we have.

They indicate that, for 1968, in communities of 15,000 population and over, for Canada as a whole 57.7% of the population 14 years of age and above participated in the force,<sup>2</sup> compared with only 50.9% in small urban and rural areas. Participation rates for all regions of the country followed the same trend, being substantially lower in small urban and rural areas than in communities of 15,000 and over - 53.2% for the Atlantic Provinces, 55.8% for Quebec, 59.1% for Ontario, 60.0% for the Prairie Provinces and 57.1% for British Columbia, compared with participation rates in smaller urban and rural areas of only 44.0% for the Atlantic Provinces, 50.0% in Quebec 53.5% in Ontario, 53.0% in the Prairie Provinces and 53.1% in British Columbia.

With regard to unemployment the picture, generally, is again one of comparative rural disadvantage. Communities of more than 15,000 population had unemployment rates of 4.5% for Canada as a whole, 5.2% in the Atlantic Provinces, 5.9% in Quebec, 3.5% in Ontario, 3.3% in the Prairies and 5.6% in British Columbia. Unemployment rates in the smaller urban and rural areas were higher for Canada as a whole at 5.7%, for the Atlantic Provinces at 9.5%, for Quebec at 8.4%, for Ontario at 3.7% and for British Columbia at 6.9%. Only in the Prairies was the figure lower, running

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<sup>1</sup> President's National Advisory Commission on Rural Poverty, *The People Left Behind*, (Washington, D.C.: U.S. Government Printing Office, 1967), p. 141.

<sup>2</sup> Excluding inmates of institutions, members of the armed services, Indians living on reserves and residents of the Yukon and North West Territories.

at 2.4%.<sup>1</sup>

Disturbing as these unemployment figures may be, it is likely that underemployment is a worse problem in rural Canada than unemployment. Certainly, underemployment, as was pointed out by the Privy Council's Special Planning Secretariat, is a major factor in rural poverty.<sup>2</sup> More recently, the Federal Task Force on Agriculture, commenting on the employment picture in rural Canada, expressed, the same thought thus:

*"...the implication of very serious underemployment in the small farm sector cannot be escaped."*<sup>3</sup>

In spite of the suspicions expressed by these two latter groups, there is no actual data currently available on underemployment in rural Canada. This being the case, it may be helpful to examine the situation in the U.S. where, although circumstances are by no means identical, they would seem to be sufficiently analogous to serve as a crude pointer to the Canadian situation.

The U.S. President's National Advisory Commission on Rural Poverty, commenting on unemployment figures for 1966 that indicated sharp fluctuation in rural unemployment from a low of 3.5% in July to a high of 11.6% in February-March and averaging about 6.5% for the year reported:

*"As a matter of fact, the situation is a good deal worse than the figures on unemployment suggest. Official statistics count a rural resident as employed if he works part-time, or a few days a month. The truth, of course, is that he is often underemployed. We have evidence that underemployment is widespread in rural areas, and as acute a problem as unemployment."*<sup>4</sup>

The report goes on to quote estimates of rural underemployment, made by the Economic Research Service of the U.S. Department of Agriculture covering 1960:

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<sup>1</sup> Since 1968, when these figures were compiled, Western grain farmers have been hit hard by the depressed condition of world wheat markets. Unemployment in the Prairies is certainly running at a higher rate than 2.4% at the present time.

<sup>2</sup> Special Planning Secretariat, Meeting Poverty, (Ottawa: Privy Council, 1965), p. 2.

<sup>3</sup> Federal Task Force on Agriculture, Low Income Sector in Canadian Agriculture, (Ottawa: Department of Agriculture, 1969).

<sup>4</sup> President's National Advisory Commission on Rural Poverty, op. cit., p. 25.

*"The figure is 18.3% for all employed rural residents; 16.3% for males and 23.7% for females. The rate of underemployment was 8.3% for rural non-farm males and 20.4% for females. The rate of underemployment was highest among rural farm residents: 36.6% for females and 37.1% for males."*<sup>1</sup>

Certain groups are particularly hard hit. Evidence from the U.S. suggests, not surprisingly, that the less well educated are more likely to be unemployed.<sup>2</sup>

Rural women - particularly non-farm women - as the above figures make clear, tend to suffer from more severe underemployment than men. This on top of a comparatively low participation rate for rural women as a whole.<sup>3</sup>

The U.S. President's National Advisory Commission sums up the American situation - surely, not markedly different from our own - in these words:

*"There aren't enough new jobs opening up in rural areas to wipe out rural unemployment or make a dent in rural poverty. Even where new jobs do appear, the applicant needs help in acquiring a new skill for the job, in adjusting to new working conditions, or in moving to a new location. Some people in rural America are able to find new jobs and acquire new skills with little assistance. Some climb out of poverty unassisted by moving out of a poverty area or by shifting from farm to non-farm occupations. But for many others the move from farm to city, or from farm to non-farm job, merely transfers their problems and their poverty. Still others, because of age or family ties and the lack of employment have to stay where they are, boxed in."*<sup>4</sup>

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<sup>1</sup> Ibid. The method of calculating rates of underemployment is based on shortfalls in rural incomes in comparison with other large groups with similar earning capacities, values and tastes.

<sup>2</sup> President's National Advisory Commission on Rural Poverty, Rural Poverty in the United States, (Washington, D.C.: U.S. Government Printing Office, 1968), p. 9.

<sup>3</sup> In 1961 only 20.6% of rural women participated in the work force compared with 33% of urban women. O.E.C.D., Manpower Policy and Programmes in Canada, (Paris: O.E.C.D., 1966), p. 30.

<sup>4</sup> President's National Advisory Commission on Rural Poverty, 1967, p. 26.

#### D. LEVEL OF LIVING

Thus far, we have focused our attention on movements of population and on the disparities in incomes and employment opportunities existing between rural and urban populations.

This section deals with three of the main factors which - in very real and immediate terms - determine the overall "level of living" in rural Canada: (1) Health Facilities; (2) Education; (3) Housing.

Adequate health and education facilities and decent housing are now, surely, part of the common heritage which, in one of the world's wealthiest nations, every citizen can claim by prescriptive right. And yet, in all these respects, compared with city dwellers, rural Canadians suffer real disadvantage.

##### (1) Health Facilities

The prime factor adversely affecting the health of rural people in Canada is not so much that they are inherently less healthy, but that when they are sick, or need medical care for some other reason, that care is only available to them on an attenuated basis.<sup>1</sup>

An underlying problem for rural people is the distance which often must be covered in getting patients, or suspected patients to medical facilities, or, alternatively, in getting medical assistance to the sick. Bad roads, snow and ice frequently compound the problem. In some areas, for example, in Newfoundland, the only means of travel is by sea and is often subject to disruption because of adverse weather conditions.

On top of which the inherent stoicism of many rural people often tends to complicate health problems. To

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<sup>1</sup> The position of the most economically disadvantaged in rural areas is particularly bad. An American report states for example:

*"Disease and premature death are startlingly high among the rural poor. Infant mortality, for instance, is far higher among the rural poor than among the least privileged group in urban areas. Chronic diseases also are common among both young and old."*

President's National Advisory Commission on Rural Poverty, 1967, p. X.

many rural people, bad health is not so much a pathology, as an unfortunate aspect of normal existence to be borne with patiently until such time as pain or disability makes normal function impossible.

Farmers have very special difficulties to deal with. When a single handed farmer becomes sick, he must see that his stock are tended even though he may be extremely ill. His neighbours may well be willing to help out in emergency, but sooner or later their own chores will claim their full attention.

Of all health indicators perhaps the most significant is the rate of infant mortality.<sup>1</sup>

Figure 10 makes clear that, on a national basis, and in every province except one, the rural infant mortality rate exceeds the urban infant mortality rate.

The figures for the Yukon and the Northwest Territories reflect an appalling situation. Whatever disparities in health facilities are suffered by rural people as a whole, they are apparently minor compared with those endured by the inhabitants of Canada's Northland, most notably, it may be suspected, the native Indians and Eskimos.

Table 6 gives an indication of the relationship between the degree of urbanization existing in the provinces and the distribution of hospital beds and of physicians. Clearly there is a strong positive correlation between urbanization and availability of hospital beds.

The situation in rural Canada regarding the availability of hospital beds, and indeed of medical care generally, is particularly sad so far as old people are concerned.

One knowledgeable physician, Director of Medical Staff at a large hospital located in rural Quebec, has described this latter group as being "in a desperate plight," and has estimated that the majority of

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1 See for example I.M. MORIYAMA in E.B. SHELDON and W.E. MOORE, Indicators of Concepts and Measurements of Social Change, (New York: Russel Sage Foundation, 1968), who writes referring to the infant mortality rate:

*"This statistical measure is of special interest because it has long been regarded as the most sensitive index of the level of living and of sanitary conditions", p. 573.*

FIGURE 10

Infant mortality rates by Urban and Rural Areas per 1000 live births for Canada and the Provinces 1966.



\*Includes incorporated cities, towns and villages (as well as certain other urbanized municipalities in some provinces) of 1000 population or over, as of 1961 census.

SOURCE: Dominion Bureau of Statistics Vital Statistics Section.

TABLE 6

PROVINCIAL PHYSICIAN-POPULATION RATIOS, HOSPITAL BED  
CAPACITY PER PERSON, AND PERCENT OF URBANIZATION  
OF POPULATION, BY PROVINCE, 1961

Province	Physician- Population Ratios	Hospital Bed Capacity per 1000 Persons	Percent of Urbanization of Population
BRITISH COLUMBIA	1: 758	5.6	72.6
ONTARIO	1: 776	5.5	77.3
MANITOBA	1: 823	6.0	63.9
QUEBEC	1: 853	5.0	74.3
SASKATCHEWAN	1: 973	7.4	43.0
ALBERTA	1: 982	6.6	36.7
NOVA SCOTIA	1:1,044	4.9	54.3
PRINCE EDWARD ISLAND	1:1,149	6.8	32.4
NEW BRUNSWICK	1:1,314	5.2	46.5
NEWFOUNDLAND	1:1,991	3.8	50.7

Source: Report of Royal Commission on Health Services,  
Ottawa, Queen's Printer, 1964, p. 28.

hospital beds, apart from obstetric wards, are taken up by people over 50, often chronic patients.

While there is a distinct shortage of general practitioners in rural Canada,<sup>1</sup> the worst lack is experienced with regard to the number of specialists available and the number of group practices in being. More and more, because it makes possible diagnostic and therapeutic procedures that are impractical for the solo physician, the group practice is becoming the norm of sophisticated urban medicine. The slow spread of this innovation in rural areas is

<sup>1</sup> The scarcity of physicians in rural Canada is paralleled not only by a scarcity of dentists, as noted later in this section, but also by a scarcity of other professionals.

In Manitoba, for example, the optometrist to population ratio is 1:14,300 in urban areas but 1:22,700 in rural areas.

In the same province during the 1930's there were approximately 160 lawyers practising in rural areas. Today there are only 120 compared to 620 in the metropolitan Winnipeg area.

particularly regrettable.<sup>1</sup>

The Royal Commission on Health Services has noted that the relative disadvantage of rural populations so far as physician services are concerned is also reflected in what it calls "a constant drain of nurses from the less urbanized provinces and regions".<sup>2</sup>

The situation with regard to dental care is no better.

Young dentists, generally, are not eager to locate their practice in rural areas and for much the same reasons as young physicians. The sense of social and professional isolation are potent factors. Even when young dentists are willing to locate in rural centres, the fact that they tend to begin their professional life with a heavy burden of debt incurred not only during training, but through purchase of costly equipment, inclines them to seek the more lucrative urban practice.<sup>3</sup>

Dr. W.J. Dunn, Dean of the Faculty of Dentistry at the University of Western Ontario describes the resulting situation thus:

*"In so far as dental care is concerned, the rural population does not fare as well as the urban population.*

*In some regions and for certain sections of the social strata, e.g., old people, it is a desperate plight. Even with children, the situation is bad; not enough schools have a dental care programme and, when they do, it is sometimes of poor quality."*

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<sup>1</sup> See Table 7 in Appendix "A".

<sup>2</sup> Royal Commission on Health Services, op. cit., pp. 209-270. The situation is similar in the U.S. See President's National Advisory Commission on Rural Poverty, 1967:

*"Although about 30% of our population still lives in rural areas, only 12% of our physicians, 18% of our nurses, 14% of our pharmacists, 8% of our pediatricians and less than 4% of our psychiatrists are located in rural areas."* p. 63.

<sup>3</sup> A happy exception to this general rule is British Columbia where, according to Dr. F. McCombie, Director of the Division of Preventive Dentistry in Victoria, the majority of the first two classes graduating from U.B.C.'s school of dentistry in 1968 and 1969 have located in rural areas.

In Dr. Dunn's view, an ideal dentist-to-population ratio would be 1:2,000. Even this would not compare well with an existing ratio of 1:1,900 in the U.S.A. and 1:1,000 in the Scandinavian countries.

In rural New Brunswick the ratio is 1:4,781, in rural Newfoundland a staggering 1:13,277! <sup>1</sup>

There is in fact no escaping the conclusion that in every respect rural Canadians suffer from grave disadvantages so far as the provision of medical, dental, mental health and pharmaceutical services are concerned. At a time when medical science as a whole is advancing so rapidly and on so broad a front, it can only be regretted that one quarter of Canada's people - including not only old people and children but even those unborn - should be subject to such deprivation.

## (2) Education

Underdevelopment and poverty are essentially circular phenomena. Economic progress is only possible on the basis of improvements of one sort or another in the social infrastructure which, in turn, generally, can only be premised on economic advance.

The role of education in the development process illustrates this perfectly. The quality of education available in any community is, in the absence of some intervention, a reflection of the degree of prosperity achieved by that community. In general, poor areas tend to suffer from poor educational facilities while wealthy areas can draw upon educational resources of far superior quality and variety.

In spite of the fact that the problem has been recognized,<sup>2</sup> the relative poverty of rural Canada has

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<sup>1</sup> The Royal Commission on Health Services, op. cit., pp. 259-260, even cites certain rural areas in Ontario where the ratio is as high as 1:20,892!

<sup>2</sup> In 1961, for example, it was cited as one of the aims of the Canadian Conference on Education:

*"That Canadians, conscious of the vastness of their country, should work toward the elimination of the penalty which geography often places on educational opportunity for those who live in rural and remote areas."*

Second Canadian Conference on Education, 1962, Study No. 5, Financing Education, p. 60.

resulted in reduced educational opportunities for rural children. Recent efforts to remedy the situation have not as yet corrected the discrepancy.

This is true even for Ontario, one of the wealthier provinces, where according to the recent report of the Special Committee on Farm Income:

*"...the educational requirements of rural young people remain unsatisfied in several respects. Rural people are in many cases the last to receive the benefits of good education and significant gaps between rural and urban communities still exist."*<sup>1</sup>

For the poorer provinces, of course, the situation is far worse. Handicapped by continuing shortage of money, even by diverting funds from other essential services, they still are able to provide only sub-standard educational facilities.

It is notoriously difficult to find really satisfactory measures of educational quality or performance. A school system which spends a very small amount of money per pupil may nevertheless produce brilliant students. And the least qualified and ill-paid teacher may be capable of excellent work in the classroom.

In spite of this, other things being equal, the best qualified and best paid teachers will offer the best education.

As Table 8 makes clear, in the nine provinces for which information is available, a considerably higher proportion of urban than rural school teachers possess a university degree.

The reasons for the apparent reluctance of the better qualified school teachers to locate in rural areas may well be much the same as for other professional groups mentioned in the previous section. The relative lack of entertainment and amenities in more remote communities and the lack of professional and social contacts very probably have some effect. Salary levels are, no doubt, also a potent determinant.

In fact, teacher salaries - at least for secondary

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<sup>1</sup> Special Committee on Farm Income for Ontario, The Challenge of Abundance, (Toronto, Ontario: Department of Agriculture, 1969), p. 41.

TABLE 8

PERCENTAGE OF RURAL AND URBAN ELEMENTARY AND  
SECONDARY SCHOOL TEACHERS WITH UNIVERSITY DEGREE  
FOR NINE PROVINCES, 1967-68

Province	Percent of Urban Teachers with Degree(s)	Percent of Rural Teachers with Degree(s)	Percent of all Teachers with Degree(s)
NEWFOUNDLAND	24.3	11.1	18.2
PRINCE EDWARD ISLAND	25.9	14.5	19.1
NOVA SCOTIA	40.7	25.4	34.5
NEW BRUNSWICK	30.3	14.3	23.6
ONTARIO	35.9	15.8	35.1
MANITOBA	38.5	19.3	33.4
SASKATCHEWAN	38.9	20.2	30.3
ALBERTA	49.0	30.2	44.2
BRITISH COLUMBIA	52.3	37.2	48.5
TOTAL	39.0	22.9	35.9

Source: Dominion Bureau of Statistics, Education Division.

Note : Comparative information currently not available  
for the Province of Quebec.

school teachers - seem, as a rule, to vary directly with the size of the community in which they teach. In every province for which data is available, rural secondary school teachers salaries are less than the average for all secondary school teachers in the province. (See Table 9 in Appendix "A")

In spite of relatively low salaries and in spite of a lower proportion of graduate teachers among them, the staff of most schools located in rural Canada - often including some of the best teachers in the province - perform diligently and conscientiously. But they work under considerable handicaps.

Very often libraries are too small to offer an adequate variety of reading matter for young minds and laboratories are restricted in their capacity.

Consolidation of schools, of course, may prove a solution to this kind of problem but consolidation implies the closure of some small local schools and residents of those communities in which they are located often fight successfully to keep them open.

These factors taken together with the high drop out rate among rural males<sup>1</sup> and the unfortunate tendency for many of the migrants to the city to be drawn from the more educated have resulted in a generally depressed education level among rural people. (See Table 10 in Appendix "A").

Only in the two wealthiest provinces, Ontario and British Columbia, is the proportion of High School graduates among total rural-farm population ten years of age and over more than 10%. Only in British Columbia is the proportion of university graduates to total rural-farm population more than 1%.

The relationship between low educational standards and the relative poverty of many rural Canadians is impossible to ignore. The recent report to the Minister of Agriculture in fact flatly asserts that the poverty

*"so prevalent in rural areas is a function of low educational attainment."*<sup>2</sup>

If rural Canadians are to move towards parity with urban Canadians, improvements in the overall quality of education available to them are essential. Particularly urgent is the provision of post-secondary training and vocational training facilities.

It is not only, as Wharton puts it, that

*"the fundamental problem of agricultural growth is an educational problem."*<sup>3</sup>

The problem is not solely an economic one; it is more fundamental than that.

There is a real danger that, in the next decade and

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<sup>1</sup> In 1961 the proportion of the male population age 15-19 years in school for Canada as a whole was 65.9% for those classified as urban, but only 53.8% for those classified as rural non-farm and 52.4% for those classified as rural farm. (See Dominion Bureau of Statistics, Cat. 92-557).

<sup>2</sup> Federal Task Force on Agriculture, A Report to the Minister of Agriculture, (Ottawa: The Department of Agriculture, 1969), p. 18.

<sup>3</sup> CLIFTON R. WHARTON, JR., "Education and Agricultural Growth", in C. ARNOLD ANDERSON & MARY JEAN BOURNEAU (Eds.), Education and Economic Development, (Chicago: Aldine Publishing Company, 1965), p. 244.

thereafter, as the migration from rural Canada to the cities continues, diminishing financial resources in rural areas may lead to a widening of the gap already existing between rural and urban educational standards and, also, if the present trend for technical institutes and other post-secondary institutes to be located in the cities continues, to increased disparities between the range of educational facilities available to rural people and those available to urban people.

In a nation as wealthy as Canada this would be an intolerable social disaster.

### (3) Housing

The report of the Task Force on Housing and Urban Development has little to say about rural housing. What it does say is not good.

*It mentions, "the small farms and the large families which industrialization too often has swept aside, leaving them to scratch the most meagre of existence from land often capable of different and more productive use."*

*It continues, "In most cases, the physical setting reflects the economic barrenness. Houses are old and dilapidated. Gardens and lawns have become muddy bare patches intermixed with weedy scruff. In a few exceptions, the landscape belies the overall economic problem. Here one finds well kept houses and neatly tended fields to disguise the facts of low income and economic underdevelopment. But these are the exceptions and not the rule."<sup>1</sup>*

With regard to housing conditions for the native people of the North, the Report simply characterizes them as "abysmal".<sup>2</sup>

The facts of the matter are that rural housing and rural living conditions - presumably to some extent as a result of the kind of governmental neglect exemplified by the Report of the Task Force on Housing - are in a dire state in comparison with urban conditions.

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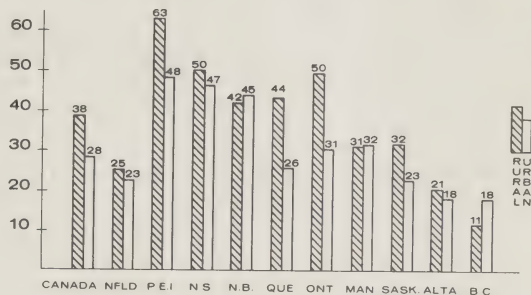
<sup>1</sup> Federal Task Force on Housing and Urban Development-Report, (Ottawa: Queen's Printers, 1969), p. 9.

<sup>2</sup> Ibid., p. 60.

It is true that because of the migration of country people to the cities, rural Canada is dotted with the desolate and empty shells of structures that once were homes. There is no shortage of these. But the houses in which country people actually live tend to be much older than urban houses and, because older, more dilapidated, harder to run and more uncomfortable to live in. This, at least, is the situation in seven of the ten provinces, as illustrated in Figure 11. For Canada, as a whole, it will be seen that 38% of rural houses were built before 1920 compared to only 28% of urban houses.

**FIGURE 11**  
Percentage of occupied dwellings constructed before 1920 for Canada and the Provinces on a Rural-Urban basis 1961.

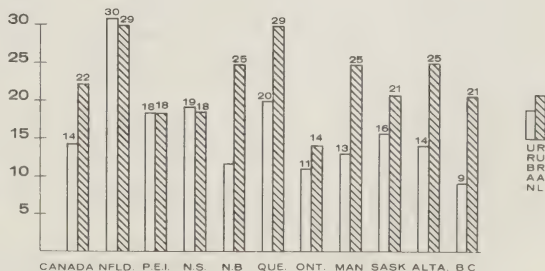
**SOURCE:** Dominion Bureau of Statistics CAT. 93-529



The picture is the same when we consider the question of overcrowding. Figure 12 illustrates the percentage of homes that have less than one room per person -

**FIGURE 12**  
Percentage of dwellings having less than one room per person. Canada and the Provinces 1961.

**SOURCE:**  
Compiled and calculated from Dominion Bureau of Statistics CAT. 93-534.



which would seem a reasonable operational definition of overcrowding. If this is accepted, then 22% of rural dwellings are overcrowded compared to 14% urban homes.

Approximately 4 out of every 10 homes in rural Canada are old and 2 out of 10 overcrowded. This tells only half the story.

The relative economic disadvantage of rural people is revealed as an underlying determinant when we consider nearly any aspect of rural life.

The plain fact is that a high proportion of rural people are poor. And poor people live poor. They have no other option.

In no area does this show more clearly than with regard to the comforts, and conveniences of home life. Many rural Canadians are missing out badly on the amenities of modern living.

In 1961, for example, only 23% of urban Canadian dwellings had no central heating compared with 57% of rural dwellings. In rural P.E.I. 72% of dwellings had no furnace; in rural Newfoundland 93%. In the same year, according to D.B.S., 49% of rural Canadian homes were without exclusive use of a flush toilet compared with only 10% of urban Canadian homes. The figures for rural Newfoundland were 81%, for rural Saskatchewan, 85%.

In 1968, only 6% of urban Canadian homes were without a gas or electric stoves. For rural Canadian homes, the figure was 38%; for rural homes in the Maritimes, 76%. (For further data on the distribution of home amenities see Tables 11 and 12 in Appendix "A").

This picture of relative deprivation so far as domestic amenities is concerned is not consistent. For example, whereas 76% of urban Canadian homes were without a home freezer, only 49% of rural Canadians lacked this particular appliance.

The determinative factor here, without doubt, is the difference in life style between urban families and rural families. More rural families grow their own vegetables, eat stock they have reared themselves and game they have killed.

But the general conclusion is inescapable. So far as housing is concerned, and so far as the everyday amenities of domestic living are concerned, rural Canadians lag far behind their urban counterparts.

## E. SUMMARY

Thus far we have been concerned with a survey of social and economic conditions in rural Canada today. The results are not encouraging.

A continuing flow of emigrants from farm areas and fishing villages to the big cities progressively denudes the rural parts of Canada of population. A high proportion of these emigrants are of working age. A high proportion of those who remain are elderly. As this flow goes on it becomes more difficult for many small rural communities to continue as viable social units.

In spite of this out-flow of population, unemployment and underemployment are generally higher in rural areas than in urban centres and even for those who are working, earnings are less.

Rural people tend to live in older, more overcrowded houses than urban people. They are worse served in terms of health and education and other professional facilities. In general terms, they share in the comforts and amenities of modern living to a markedly lesser degree than do urban dwellers.

The prospect indeed seems to be one of unredeemed gloom. However, there is a positive side to the situation.

The flow of population from the rural areas to the cities must be viewed in perspective as part of a historical process that has continued for centuries.

And given that income prospects and job opportunities are better in the cities than in the rural areas, it is only to be expected, and indeed only rational, that people will move from the country to the town.

With regard to the level of rural incomes, it must be borne in mind that although individual incomes are certainly lower, many rural families enjoy joint incomes which would compare favourably with the incomes enjoyed by urban families of the same size. Several members of the family may be earning, deriving part of their annual income from more than one source during the course of the year.

Besides which, demands on income are not so high for rural residents as for town dwellers. Housing costs are probably less. Food costs are somewhat reduced because of the large proportion of home produce consumed.

Health facilities may be poorer in rural areas than in the cities but, with modern transportation and highways, access to urban facilities is relatively easy, at least for those with access to reliable transportation.

And this, of course, applies to the utilization of dental care and other professional services.

It may even be submitted that, in a sense, it is invalid to compare the rural and urban ways of life at all, that both are distinct and separate life styles acceptable and satisfying as totalities on their own particular terms.

Certainly, it is undeniable that rural life has a strong and perennial attraction. Every year, city workers flock in their millions to the countryside and pay dearly to savour, for a few short days, amenities that are available to rural people all through the year.

Nevertheless, in spite of these provisos the plain facts of the case are inescapable. By any material criterion, rural Canadians are far worse off than urban Canadians.

The townsman may sometimes persuade himself that country people live the way they do because they like it that way. In this, in the main, he is mistaken. Most country people live the way they do simply because they cannot afford anything better. Voluntary poverty is a real phenomenon but a rare one.

Nor are the trappings of poverty any more tolerable because, to urban tastes at any rate, they are quaint. Pot bellied stoves may be picturesque but they tend to smoke and they are dangerous. Outdoor privies are part of the stock in trade of the comic strip cartoonist but they are no fun to visit at temperatures of 20 degrees below zero.

Rural Canadians do not live in a world apart. They share the same world as urban Canadians. To a large extent they share the same tastes, the same attitudes, the same aspirations, the same likes and dislikes. Modern means of communication, television in particular, have ensured that generally speaking these are urban.

What separates rural Canadians from their fellow citizens in fact is not a matter of tastes, or attitudes or aspirations. It is, rather, a range of continuing and wide social and economic disparities. Whether these will continue to relegate the people of rural Canada to the position of disadvantage in which they are today will of course depend to a large extent on the development policies adopted by Federal and Provincial governments.

## CHAPTER II

### THE ROLE OF GOVERNMENT IN RURAL DEVELOPMENT

The aim of the previous section of this Report was to present a picture of rural Canada as it is today. In the main, it is a disturbing picture which by no means can be regarded as grounds for national complacency.

This part of the Report will focus primarily on the policies advanced by the newly formed Department of Regional Economic Expansion in so far as they are likely to affect the situation.

In the first place, in order to place the new department's policies in context, it may be appropriate to review government rural development policies from the beginning of the present decade. In the public mind, these are generally associated with ARDA and FRED.

However, there are currently available several excellent sources which cover this area in detail - for example, Helen Buckley and Eva Tihanyi, Canadian Policies for Rural Adjustment<sup>1</sup>; T.N. Brewis, Regional Economic Policies<sup>2</sup>, and J.N. McCrorie, ARDA: An Experiment in Development Planning.<sup>3</sup> What follows, therefore, is intended only as a brief resumé.

#### A. ARDA AND FRED

ARDA was established in 1961 under legislation introduced by Alvin Hamilton, then Minister of Agriculture.

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<sup>1</sup> HELEN BUCKLEY and EVA TIHANYI, Canadian Policies for Rural Adjustment, (Ottawa: Economic Council of Canada, 1967).

<sup>2</sup> T.N. BREWIS, Regional Economic Policies in Canada, (Toronto: The MacMillan Company of Canada, 1969).

<sup>3</sup> JAMES N. MCCRORIE, ARDA-An Experiment in Development Planning, (Ottawa: Canadian Council on Rural Development, 1969).

This was the Agricultural Rehabilitation and Development Act. The four provisions of the Act were:

- (1) To authorize the Minister of Agriculture to enter into agreements with the Provinces concerning projects dealing with alternative land use, development of income and employment opportunities in rural agricultural areas, and land and water conservation;
- (2) To make payments to the Provinces with regard to such agreements;
- (3) To undertake research in connection with the kind of projects envisaged;
- (4) To establish advisory committees in respect of the first three provisions;

The orientation of the legislation was, clearly enough, resource based. As the Minister responsible phrased it:

*"If any person tries to divorce this (ARDA) from the over-all agricultural policy of the government, that person does a great injustice to what we are attempting to do here."<sup>1</sup>*

In fact, as McCrorie suggests, what the 1961 ARDA legislation accomplished was to extend the operation of strategies utilized under PFRA to the rest of the country.<sup>2</sup>

It stemmed from and was an integral part of the overall agricultural development policy of the Federal Government.

The transfer of the responsibility for ARDA from the Department of Agriculture to the Department of Forestry and Rural Development, which took place in 1962, could only detract from its close relationship to other ongoing programmes of agricultural development in the areas of price stabilization, credit, crop insurance, and so forth.

On the other hand, in its new departmental setting, ARDA was now in a position to develop a unique approach. This was not immediately apparent. In the event, as Buckley and Tihanyi point out, the programme was rather slow in getting off the ground.<sup>3</sup>

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<sup>1</sup> House of Commons Debates, January 25, 1961, p. 1403.

<sup>2</sup> JAMES N. MCCRORIE, op. cit., p. 8.

<sup>3</sup> HELEN BUCKLEY AND EVA TIHANYI, op. cit., p. 104.

New programmes, of course, tend to require extensive planning and establishment of administrative arrangements, staffing patterns and so on. Besides which, as federal funds had to be matched by a provincial contribution, some of the poorer provinces were prevented from fully availing themselves of the provisions of the Act by an initial lack of funds.

By the time the First ARDA Agreement expired in 1965, only about two-thirds of the \$50 million set aside under the legislation had actually been committed. Only Quebec, Manitoba and Saskatchewan had exhausted their allotment.

ARDA was not a federal programme in the same way as, for example, PFRA was a federal programme. Rather, was it, in Buckley and Tihanyi's words: "*a collection of provincial programmes*".<sup>1</sup>

The primary responsibility for the initiation and implementation of projects remained with the provinces. The main functions of the Federal government were limited to cost-sharing, policy-co-ordination and the provision of technical and specialist services, as and when required, to supplement the comparatively less substantial staff resources of the provinces.

As has been noted, particularly under the First Agreement, ARDA funds were mainly used to underwrite projects of physical resource development.

Table 13 in Appendix "A", which is borrowed from Buckley and Tihanyi, brings this out clearly.

The Second ARDA Agreement was signed with the provinces in April 1965. In 1966, two Bills were introduced in the Commons, which amplified the original 1961 legislation.

These two events taken together were of real significance. Brewis calls them a "*turning point*".<sup>2</sup>

What was new about the Second ARDA Agreement was that it focused more clearly on the problem of rural poverty than did the First Agreement which was concerned more with rural development generally. The new emphasis was more specifically on low income areas.

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<sup>1</sup> Ibid., p. 96.

<sup>2</sup> T.N. BREWIS, op. cit., p. 128.

The new legislation in the first place widened the definition of the kind of area which could be designated for assistance from rural agricultural to plain rural. This did not so much betoken a change in orientation as a modification of the legislation to more closely conform to the kind of programme to which it had given birth. For example, in Newfoundland and in Quebec, many of the projects financed with ARDA funds had concerned the fishing industry rather than agriculture. The new phrasing allayed doubts expressed by the Department of Justice regarding projects such as these.

The most important aspect of the 1966 legislation was the establishment of a \$50 million fund for rural economic development (FRED), earmarked for comprehensive rural development programmes in special rural development areas. In March 1967 the fund was increased to \$300 million.

The FRED approach was original and exciting. L.E. Poetschke, Director of Policy and Planning of the Rural Development Branch in the Department of Forestry and Rural Development, enumerated the components of the comprehensive rural development programme thus:

- "(1) physical, economic and social studies and investigations to determine the development problems and potentials of the area;*
- (2) the involvement of local people through the establishment of rural development committees or similar bodies;*
- (3) the preparation of comprehensive rural development plans, incorporating a broad range of projects to increase income and employment opportunities and to raise standards of living."*<sup>1</sup>

Poetschke goes on to describe the operation of such a programme in these terms:

*"When a comprehensive rural development plan has been formulated and approved by both governments, a separate programme agreement is drawn up. This agreement outlines the general strategy for development, makes provision for implementing projects within the plan and sets out the terms of financing. The projects may include:*

- (1) any of the resource development or adjustment programmes provided for under the regular ARDA Agreement;*

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<sup>1</sup> L.E. POETSCHKE, Regional Planning for Depressed Rural Areas, (Ottawa: Department of Forestry and Rural Development, 1968), p. 3.

- (2) *the application of other federal and provincial programmes as they may be relevant to the areas;*
- (3) *major developmental projects in conformity with the comprehensive plan other than those provided for in 1 and 2.*

*In short, the legislation makes possible the incorporation into comprehensive plans of all relevant existing federal and provincial measures of assistance and, in addition, through the fund, makes it possible either to augment these programmes, or to undertake new programmes which are indicated as being required to meet the special problems of the area."*<sup>1</sup>

The Department of Forestry and Rural Development was now in the position of administering a programme which had two distinct aspects; (1) the individual ARDA project approach, not necessarily integrated with other developmental projects, which in practice had tended toward improvement of the physical resource base and, (2) the new FRED comprehensive plan which was a package of essentially related projects of economic development and social development.

Because FRED programmes were, of course, wider in scope, joint Federal-Provincial surveillance was keener.

André Saumier, Assistant Deputy Minister in the Department, told the House of Commons Standing Committee on Regional Development:

*"...in the case of FRED there is a Federal-Provincial ARDA Committee that reviews all FRED projects and meets twice a year for each FRED plan. In the case of ARDA in most provinces there is a Federal-Provincial ARDA committee that meets once or twice a year to review a number of ARDA projects, but most ARDA projects are handled in a purely administrative fashion without having to be referred to a joint Federal-Provincial Committee."*<sup>2</sup>

The most innovative aspects of the new policy line were:

- (1) The comprehensive socio-economic approach which

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<sup>1</sup> Ibid.

<sup>2</sup> ANDRÉ SAUMIER in evidence to House of Commons Standing Committee on Regional Development, Minutes of Procedures and Evidence, No. 6, December 5, 1968, (Ottawa: Queen's Printer, 1968), p. 110.

derived from the realization that social growth and economic are intimately and inextricably interrelated.

- (2) The fact that it looked to planning as an apt and efficient tool for the generation of social and economic growth.
- (3) The emphasis it laid on the participation of local people in the operation of the programme.

There is no doubt that the FRED approach struck a responsive chord in many rural Canadians. The recent Seminar held by the CCRD at Geneva Park gave ample evidence of that.

For example, the Report of that Seminar indicates that, among the rural people from all parts of Canada attending:

*"There was a wide-spread tacit assumption that planning represented the major tool which would under-pin economic development in rural areas of Canada. Progress was seen, somehow, as co-terminous with planning."*<sup>1</sup>

The participation of local people as conceived by those who drafted the FRED legislation was called for only in relation to *"the carrying out of the programme"*.<sup>2</sup>

What came out most clearly in the CCRD Geneva Park Seminar was that a group of rural people from every part of Canada not only accept the notion of participation but welcomed it whole-heartedly.

Not only this. They wanted to go further with the idea than those who drafted the FRED legislation ever intended. Rural Canadians, if the Geneva Park Seminar is any indication, want not only to participate in *"the carrying out of the programme"*, they want to participate in the formulation of the programme. The Report of the Seminar indicates:

*"There was considerable dissatisfaction and resentment amongst participants regarding the substance and manner of government plans and programmes designed to bring about rural development. Many participants felt themselves to be excluded from those*

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<sup>1</sup> CCRD, Report of a Seminar held at Geneva Park, (Ottawa: CCRD, 1969), p. 28.

<sup>2</sup> Fund for Rural Economic Development Act, 1966-1967, c. 41 as amended by 1966-67, c. 80, (Ottawa: Queen's Printer, 1967), Section 5(a), p. 6.

*strategically important areas wherein were made decisions likely to affect every aspect of their lives. They wanted to be 'in' on the decision making process.*

*This call by participants for more participation in the planning process, in so far as it impinged on their own lives, was perhaps the most unequivocal and unanimous message to come out of the Seminar."<sup>1</sup>*

Seven areas were selected as likely to benefit from the comprehensive FRED approach. These were:

1. The Inter-Lake Region of Manitoba.
2. Prince Edward Island.
3. North East New Brunswick.
4. The Mactaquac region of New Brunswick.
5. The Northern half of Nova Scotia.
6. The Lower St. Lawrence-Gaspé area of Quebec.
7. Newfoundland.

Negotiations were opened with the provinces concerned and agreements signed with New Brunswick in 1966 as regards the North Eastern part of the province and the Mactaquac area, with Manitoba in 1967, as regards the Inter-Lake Region, and in 1968, with Quebec, regarding the lower St. Lawrence, Gaspé, Iles-de-la-Madeleine area.

One of the distinctions between the relatively small scale one-shot ARDA project and the more comprehensive complex FRED programme is that pay-off, in the former, though perhaps more limited, tends to be more tangible and more rapid, whereas the FRED programme, although its effects should be deeper and more basic, takes more time.

Poetschke writing of the plans being made for a FRED programme in Northern Nova Scotia observes:

*"The strategy of planning for this area has not yet been completed. It is our view, however, that the main emphasis must be on the development of manufacturing and services."<sup>2</sup>*

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<sup>1</sup> CCRD, op. cit., p. 28.

<sup>2</sup> L.E. POETSCHKE, op. cit., p. 7.

As Brewis points out,<sup>1</sup> this sort of development policy would, of course, impinge on the area of operations in which the Area Development Agency (ADA) had jurisdiction.

The realization that in certain economically lagging rural areas the most apt development strategy might involve the generation of industrial growth in nearby urban centres not only bore witness to the integral and organic nature of the development process, but also pointed in the direction of the philosophy of development which was to inspire the new Department of Regional Economic Expansion, to which we now turn our attention.

## B. THE DEPARTMENT OF REGIONAL ECONOMIC EXPANSION AND RURAL DEVELOPMENT

### (1) The Legislation and the Structure of the New Department

The election of 1968 and the accession of Mr. Trudeau to the position of Prime Minister was to lead to considerable changes not only in the substantive policies administered by most government departments but even in the style of government itself.

The most striking innovation, so far as rural development was concerned, was the formation of the new Department of Regional Economic Expansion. The previously existing Department of Forestry and Rural Development disappeared. Responsibility for forestry programmes was combined with responsibility for programmes affecting fisheries in the Department of Fisheries and Forestry.

The new Department of Regional Economic Expansion was an aggregate of several programmes which had previously been lodged elsewhere. All were related to development and all were now together under one roof. In this way the new Department absorbed the Area Development Agency, previously with the Department of Industry, Trade and Commerce; the Prairie Farm Rehabilitation Administration, previously with the Department of Agriculture; the previously autonomous Atlantic Development Board, the administration of the Atlantic Provinces Power Development Act; the Canada Newstart Programme, previously with Department of Manpower and Immigration and, of course, the rural development component of the defunct Department of Forestry and Rural Development, including the Maritime Marshland Rehabilitation Administration.

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<sup>1</sup> T.N. BREWIS, op. cit., p. 129.

In general terms, what was intended was to add to the efficiency of all the component programmes by administrative unity and to enhance their effectiveness by improved co-ordination, without diminishing the range of functions that the components had discharged previously.

The new Minister was the Honourable Jean Marchand, who brought with him from his previous Department, Manpower and Immigration, Deputy Minister Tom Kent.

The Minister and his Deputy were faced with a formidable task. An administrative structure had to be devised, administrative procedures for a large and varied staff had to be evolved and, of course, most important of all, a policy had to be formulated which, so far as possible, maintained the functions performed by the component programmes while, at the same time, serving as a central philosophy of development for the whole Department.

Enabling legislation, Part IV of the Government Organization Act 1969, was introduced in February of that year. This empowered the Minister of Regional Economic Expansion to:

- (a) recommend the designation of special areas where employment opportunities were severely limited and special action could improve growth;
- (b) formulate and carry out, in consultation with the provinces and in co-operation with other federal agencies, development plans and programmes for these special areas;
- (c) enter into agreements with the provinces for the joint carrying out of development plans and programmes. (There was a proviso that such an agreement might provide for federal financial support of the province's effort in implementing the development plan.);
- (d) provide loans and grants to a province to help it build up the economic infrastructure of a special area where this was essential to the implementation of the development plan;
- (e) provide special incentives, beyond those available under other programmes, to a commercial undertaking whose establishment, expansion or modernization was essential to the success of a development plan for a special area.

The legislation also established the Atlantic Development Council which was to advise the Minister on

development plans and programmes in the Atlantic Region. The staff of the previously existing Atlantic Development Board was absorbed into the structure of the Department.

The Act, like most enabling legislation, described in broad terms what might be done but gave no specific information on what would be done.

Certain points were clear, however.

Designated areas henceforth could include as parts of areas where employment opportunities were in general limited, centres of population where the employment situation was not at the same low level.

Thus, for example, the Area Development Incentives Programme, administered by the new Department could be extended to such places as Halifax, Dartmouth, Fredericton and Saint John. In point of fact, urgent demands from public opinion in the Maritimes that these very cities should be included as parts of designated areas were responsible for this modification of the previous ground rules on designation.

The very broad powers granted the Minister with regard to the preparation and implementation, in co-operation with the provinces, of development plans for special areas were now not restricted to rural areas. This had the effect of repealing the FRED Act, in the same way as the establishment of the Atlantic Development Council had the effect of repealing the ADB Act.

Other regional and area development programmes and agencies for which the Department was responsible were, in the main, unaffected by this legislation. These included PFRA, ARDA, the Maritime Marshland Rehabilitation Act and the Newstart Programme.

Five Assistant Deputy Ministers are answerable to the Deputy Minister. Two of these Assistant Deputy Ministers exercise overall responsibility for specific aspects of the Department's activities, namely, Planning and Incentives. The three other Assistant Deputy Ministers are responsible for a wider range of activities in so far as they impinge upon specific regions, namely, the West, the Central and the East.

In operational terms, the ADM, Planning, utilizing inputs from economic analysis and social and human analysis, is responsible for producing a DREE plan for a particular development area.

The ADM, Incentives, of course, is responsible for the Regional Development Incentives Programme.

The Director General of Evaluation and Administration exercises responsibility for Financial and Administrative Services, Information Systems and Programme Analysis and Review.

So much, then, for the bare bones of the legislation and the administrative structure.

## (2) Goals and Basic Strategy

The prime long term objective, as made explicit by both the Minister and the Deputy Minister, and indeed by the Prime Minister himself, is, within the restraints of practicality, to work toward a more equitable distribution of income and employment opportunities in Canada as a whole.

The Deputy Minister has certainly accepted this as the main goal of the Department. He has said:

*"The obligation which has been defined for us by the Prime Minister and the Minister is that we are to try to bring opportunities to a level of as great an equality as is possible in all areas of the country. That is the goal."*<sup>1</sup>

In this declaration he was, no doubt, referring to Mr. Marchand's firm pronouncement of the previous week. The Minister had said:

*"Canada as a nation can no longer live with the extremes of inequality which some people now must face simply because they are citizens of one part of Canada rather than another. Indeed, we cannot make the unity and identity of Canada secure unless we can remove the large disparities in the conditions of life in the regions of our country..."*

*...The job of the new department, therefore, must be to get down to the roots of the problems which have produced the existing disparities between regions of Canada and help make the basic economic and social changes needed to create new employment and earnings opportunities and to make those opportunities available to the people who need them."*<sup>2</sup>

<sup>1</sup> House of Commons Standing Committee on Regional Development, Minutes of Proceedings and Evidence, No. 9, March 25, 1969 (Ottawa: Queen's Printer, 1969), p. 179.

<sup>2</sup> House of Commons Debates, Official Report, Vol. 113,....

It is evident that the main objective was to be the eradication of regional disparities.

Mr. Marchand had earlier enunciated a set of six guiding principles for the operation of the new Department of Regional Economic Expansion. They were:

- (a) The adoption of a 15 year middle-term time perspective as the operative context of plans evolved by Department. This was intended to steer a mid course between short-term expedients on the one hand and vague long-term intentions on the other.
- (b) The intention to avoid selection of any project because it was spectacular or that specific interests press for its realization, but to seek out truly viable and productive projects. These were primarily conceived as industrial. *"What is of primary importance though, is to find adequate stimuli to invite the appropriate industries to establish themselves in the proper areas."*<sup>1</sup>
- (c) In Mr. Marchand's words, *"It is going to be our job to ensure in future, through better co-operation and co-ordination with other departments, that the impact of federal action on regional growth and development is taken into account in all government decisions"*.

(This central role for the new Department was of course, only feasible if endorsed by the Prime Minister, which it certainly was.)<sup>2</sup>

- (d) Development was to be thought of in regional terms. This was a very important point. It was a very real shift from the old ADA approach, and indeed might seem to imply a shift from the philosophy of ARDA too.

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Number 117, March 20, 1969, (Ottawa: Queen's Printer, 1969), p. 6894.

<sup>1</sup> House of Commons Standing Committee on Regional Development, Minutes of Proceedings and Evidence, No.3, November 22, 1968, (Ottawa: Queen's Printer, 1968), p.29.

<sup>2</sup> See, for example, an article by Mr. Trudeau in which he goes out of his way *"to make clear the central place that regional development occupies in our whole thinking about the future of Canada, about our national life and identity, about our fundamental purposes and the political institutions we need for them"*. RT. HON. PIERRE ELLIOTT TRUDEAU, Atlantic Economy, The Atlantic Advocate, (Fredericton: Fredericton Gleaner, March 1969), p. 13.

In the Minister's words:

*"Regional development does not mean that there are going to be more jobs in every county. It does not mean that there is going to be a new plant at every cross-roads, a new wharf in every harbour....*

*....Regional economic expansion, as I like to call it, means that the points at which development takes place are widely spread across all regions of Canada.*

*Everybody does not move to Toronto."*<sup>1</sup>

This enunciation of this principle certainly seemed to imply an acceptance of the growth-centre approach as the basic strategy of the Department, of which more later.

- (e) This was also an important principle, at least potentially. It consisted of an acceptance that:

*"Development is a process for people and of people. Individuals are involved as participants, as makers of its happening, as well as beneficiaries....*

*....We are therefore talking not about industrial investment alone but about a whole process of development, about education, about changing motivation, about mobility, about training, about investments in social capital, about sewers and drains and utilities, about local leadership and everything else."*<sup>2</sup>

- (f) The sixth principle was a simple endorsement of what had never been doubted, that, in Canada, regional development was, necessarily, a federal-provincial process.

Of course, these principles, like most principles, were far from specific, as indeed was the legislation. To interpret what they might mean in terms of substantive programmes one can only proceed by examining their implications. For example, the second principle might well be taken to imply a heavy reliance on

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<sup>1</sup> House of Commons Standing Committee on Regional Development, Ibid., p. 30.

<sup>2</sup> Ibid.

industrial incentives as the main tool of the new department, and if viewed in conjunction with the fourth principle would seem to lead to the conclusion that this would be industrial development taking place in urban centres.

In fact, none of the principles tends to contradict this assumption.

A few months later in the debate on Bill C-173, which was to serve as the basis of the Government Organization Act establishing the new Department, Mr. Marchand was somewhat more specific, outlining for Members the 10 main aspects of the programme he proposed to pursue as Minister. These were as follows:

- (a) First place went to the programme of industrial incentives previously administered by ADA.

*"This programme," the Minister indicated, "will be especially important for Nova Scotia, New Brunswick and eastern Quebec, though it will be of considerable importance to slow growth areas in all provinces."*<sup>1</sup>

- (b) A programme was envisaged aimed at *"the development of the main centres within the regions where economic growth has hitherto been slow."*<sup>2</sup>

This implied an extension of FRED techniques to urban areas. The Minister continued: *"So far we have FRED plans for rural development, and this is important. I am proposing to extend that approach to plans for urban economic and social development."*<sup>3</sup>

- (c) *"I will be proposing a series of plans to encourage and help the development of medium sized and small towns as trading centres and smaller industrial centres. That is especially important to the prairies, though of course it applies to eastern Canada too."*<sup>4</sup>

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1 House of Commons Debates, Official Report, Vol. 113, Number 118, March 21, 1969, (Ottawa: Queen's Printer, 1969), p. 6980.

2 Ibid.

3 Ibid.

4 Ibid.

- (d) The fourth programme envisaged was a continuance and possibly a revitalization of the comprehensive rural development plans inaugurated under FRED in eastern Canada.
- (e) The special case of the Prince Edward Island development plan, presumably because of its scope, was considered as a separate item.
- (f) A series of programmes were to be launched to deal with the problems of economically lagging areas inhabited by a high proportion of Indians or Metis.
- (g) A programme of road building in New Brunswick and Nova Scotia was envisaged as a continuation of a similar programme previously administered by ADB.
- (h) Under this heading, Members were assured that PFRA would not be wound up but, rather, would continue and eventually be coordinated with the kind of social development programmes evolved in the FRED area of the Interlake.
- (i) In the Minister's words, *"....we are also making, through ARDA, a contribution to rural resource development and rationalization in Ontario and British Columbia."*<sup>1</sup>
- (j) *"....we will be working with the provinces in certain areas where tourism offers one of the main prospects for improved employment and earnings."*<sup>2</sup>

This was clearly an impressive range of programmes. No area of the country was neglected, although some relatively affluent areas were obviously not slated to be major recipients of the Department's attention. But the way was left open to follow any of a wide selection of development strategies in most parts of the country.

In spite of this, certain broad implications seem to derive from the six principles and ten programmes put forward by the Minister.

The main thrust of the Department would seem to center on the Industrial Incentives programme previously administered by ADA. This is strongly implied in the first principle. The fact that

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<sup>1</sup> Ibid.

<sup>2</sup> Ibid.

industrial incentives receive first place in the list of programmes envisaged points in the same direction.

Further, this industrial development is, not very surprisingly, envisaged as taking place in an urban setting.

Very briefly, the basic strategy of the Department of Regional Economic Expansion will be to encourage the growth of industry in urban centres located in areas of slow growth. These will be the growth centres.

As Mr. Marchand simply puts it: *"The department, at least in the initial stage of its operations, will give priority to industrial development projects intended primarily for growth centres."*<sup>1</sup>

In fact one can be somewhat more specific. In spite of the proviso under the tenth heading that tourism will not be neglected, the kind of industrial expansion looked to will be, for the most part, secondary industry, in the main, manufacturing. *"The purpose of this (legislation)"* says the Minister, *"is to help develop the manufacturing industry in slow-growth regions."*<sup>2</sup>

Mr. Kent certainly has interpreted the Minister's thinking as assigning an initial priority to urban industrial growth. He says: *"....the Minister, I think, has indicated that we would be putting a rather higher priority, in the first phase, on plans for some urban areas where a good response to the industrial incentives might be expected...."*<sup>3</sup>

In fact, Mr. Kent is even more specific about the kind of priorities likely to be established by the Department in the first phases of its operation. In a speech to the Montreal Economics Association he implies that much of the initial emphasis, as regards industrial and infrastructure development, will be in the major centres.<sup>4</sup>

<sup>1</sup> House of Commons Debates, Official Report, Vol. 113, Number 117, March 20, 1969, (Ottawa: Queen's Printer, 1969), p. 6894.

<sup>2</sup> House of Commons Standing Committee on Regional Development, Minutes of Proceedings and Evidence, No. 16, 1969, (Ottawa: Queen's Printer, 1969), p. 376.

<sup>3</sup> House of Commons Standing Committee on Regional Development, Minutes of Proceedings and Evidence, No. 15, June 11, 1969, (Ottawa: Queen's Printer, 1969), p. 332.

<sup>4</sup> Notes for a speech to the Montreal Economics Association, Tom Kent, Montreal, May 20, 1969.

At the core of the new Department's thinking is the concept of the growth-centres as the key to regional economic development. The deliberate revision of the criteria for the designation of areas eligible for benefits under the provisions of the Industrial Incentives Act so as to include such cities as Halifax-Dartmouth and St. John's only served to underline this.

Mr. Marchand, in fact, clearly stated:

*"We want to try not to exclude the natural growth centres and, instead of excluding them from the designated region, try to reinforce them. This is the whole philosophy behind the Bill which is before us today".<sup>1</sup>*

The concept of the growth centre is widely accepted internationally as a regional development strategy. France was the first country to incorporate the idea into regional development plans in 1955. Since that time it has been taken up in Holland, West Germany, Italy and Great Britain.

Indeed, the policy of locating industries in growth centres located in regions where growth has hitherto been slow has much to recommend it.

There is a general tendency for manufacturing industries to locate in the largest urban centres where they will reap the benefits resulting from the availability of a large work force replete with a diverse range skills and from generally low transport costs. However, economic benefit to the concerns in question resultant upon locating in the largest centres may be counter-balanced by diseconomies to society at large resulting from overcrowding, traffic congestion, air and water pollution and so forth.

To divert industry from the largest centres to rural areas where employment opportunities and incomes are low is a tempting policy alternative, but, in general, not an economically practical one. Transport costs and the costs of training an unsophisticated work force, together with the absence of backward and forward linkages, tend to make such ventures non-competitive.

Location in reasonably large urban centres in regions of lagging economic growth has naturally been put forward as the ideal compromise solution. The social

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<sup>1</sup> House of Commons Standing Committee on Regional Development, Minutes of Proceedings and Evidence, No. 16, June 16, 1969, (Ottawa: Queen's Printer, 1969), p. 356.

problems and diseconomies to society resulting from excessive growth in the largest centres are avoided. The medium sized centre will already have an acceptably large and varied work force available. The fact that transport costs and, to some extent, the costs of training programmes may still be somewhat higher than in the largest centres can, at least initially, be made up for by subventions from government.

The cost to the nation of such subventions is compensated for by the fact that rural populations, and indeed urban populations, instead of emigrating out of the region to the largest urban centres can now find employment opportunities in the new growth centre.

The long term viability of the growth centre, it will be seen, hinges on whether or not concerns locating in it because of government subvention can become truly competitive when these subventions cease.

The foregoing analysis of the basic development policies seemingly espoused by the new Department of Regional Economic Expansion still leaves unanswered certain questions which, in the present context, are of considerable importance, namely:

- (a) In what parts of the country are the policies of the new Department likely to have most impact?
- (b) What level of participation in the formulation and implementation of development plans and programmes by local people is thought of in relation to departmental policies?
- (c) In what way will these policies help to solve the problems of rural people across Canada as detailed in the first part of this Report?

The next three sections are intended to provide the answers to these questions so far as is possible at this early stage in the Department's development.

### (3) Where will the Impact of the New Policies be most felt?

Under the previous ADA regulations any area was eligible for designation under the provisions of the Act if it satisfied certain prescribed conditions. Any area of persistently high unemployment, declining employment opportunities, or generally depressed income levels could qualify.

It was a generally admitted flaw in such regulations that they had little reference to whether or not any real economic opportunity existed in the areas which

might be designated under them. To avoid the risk of government subventions being used to underwrite the establishment of white-elephant industries, there seemed to be a need for more flexibility.

Under amendments introduced by the present government to the Area Development Incentive Act, a much wider range of discretion remains with the Department, which is free to enter into discussions with the various Provinces so as to arrive at a definition of the areas to be designated which is satisfactory to both parties concerned.

As a result of such discussions a very considerable area of Canada has in fact been designated. The map on page 52 has been produced by the Department to give an indication of the extent of these areas.

The designation of the areas as shown in the map by no means implies that all parts of the total area concerned are equally likely to become the location of firms in receipt of government incentive grants. In this regard the Department has again retained a very wide range of discretion. Mere eligibility cannot be taken to imply any real likelihood of favourable treatment.

There are indications that the efforts of the new Department under the provisions of the Area Development Incentive Act, and in other respects, are likely to focus more on the economically lagging areas of Eastern Canada than on the more prosperous parts of the country. This certainly would be consonant with the avowed aim of the Government to eradicate, so far as possible, the economic disparities existing between the various regions.

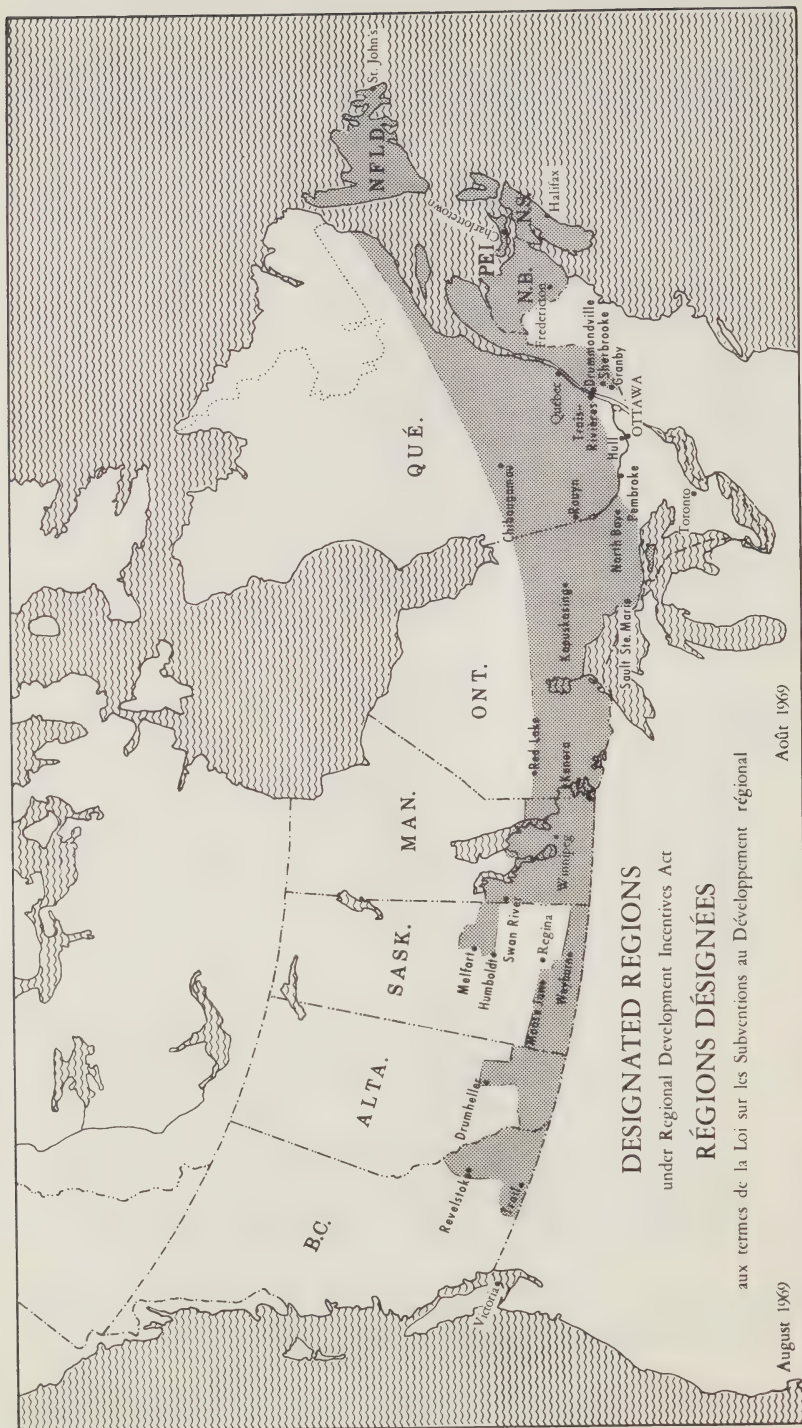
The Minister has, for example, clearly stated in the Commons:

*"The department will be able to grant subsidies or loans to a province to help establish, expand or modernize the infrastructures required for the economic expansion of a special area, when such works are essential to the achievement of a development programme. The greatest impact of these measures will be felt in the industrial centres east of Trois-Rivières".<sup>1</sup>*

This concentration of the industrial incentives programme in the East was emphasized by the Minister on another occasion already noted, (see page 45)

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<sup>1</sup> House of Commons Debates, op. cit., p. 6895.



when outlining the programmes to be tackled by the Department. New Brunswick, Nova Scotia and Eastern Quebec were singled out as likely recipients of aid under the industrial incentives programme.

At the same time New Brunswick and Nova Scotia were also mentioned as likely to benefit from continuation of the highways construction programme initiated by ADB, while Prince Edward Island was cited as a special development area, and Eastern Canada, as a whole, suggested as likely to benefit from a series of FRED type plans.

Newfoundland also was scheduled to receive special treatment, the Minister expressing himself as of the view that "a special formula"<sup>1</sup> was needed to solve the island's economic problems.

In March 1970, after consultation with provincial governments, the Minister went further in specifying certain localities singled out for assistance by the Department. Under the flexible dispensation of the Government Organization Act of 1969 twenty-two "special areas" were identified.

A glance at the map on page 54, indicating the location of those "special areas", demonstrates that the same development approach would not be apt in all twenty-two locations. Nor was this indeed the Department's intention.

Some of the "special areas" identified for assistance under the Government Organization Act were within the "designated regions" identified under the Area Development Incentive Act. Some were outside it.

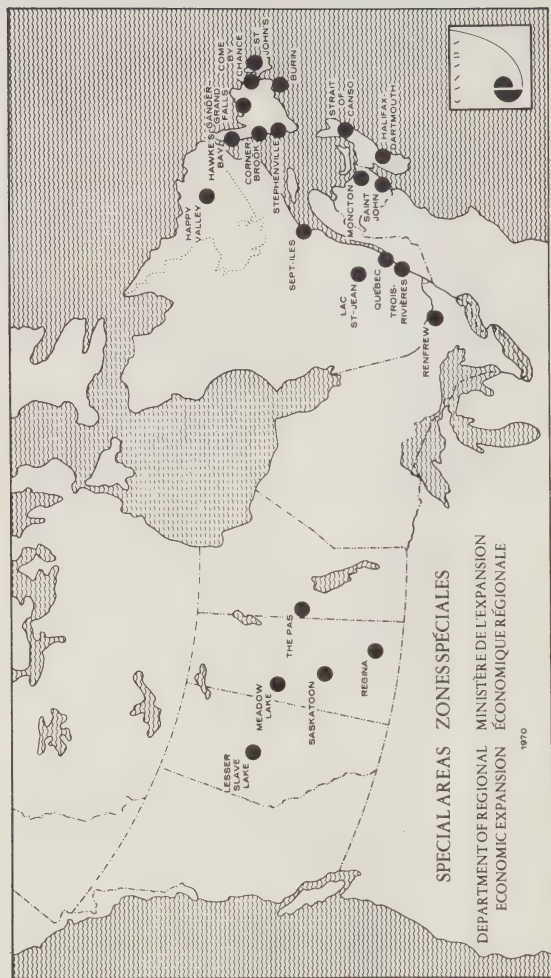
Some of the "special areas" were clearly singled out as "growth centres", as, for example, Moncton, N.B., Saint John, N.B., Halifax-Dartmouth, N.S., and St. John's, Nfld.

Some of the "special areas", for example, Saskatoon and Regina, were apparently selected so that secondary industry locating there would be eligible for incentives, although these cities were not included in the "designated regions",

Other "special areas" seemingly were identified to provide incentives not otherwise available for the establishment of that primary industry offering the most likely base for economic growth in the area.

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<sup>1</sup> House of Commons Standing Committee on Regional Development, Minutes of Proceedings and Evidence, No. 8, March 13, 1969, (Ottawa: Queen's Printer, 1969), p. 141.



Any precise or inclusive enumeration of the particular programme package to be applied in each of the twenty-two "special areas" is not possible at this time. Suffice it to say that the intention is, in consultation with the provinces, to evolve and apply that "mix" of development programmes which most aptly meets the specific needs of the areas involved.

The location of the "special areas" serves as a further indication that the main thrust of the Department's activities will be in the economically lagging areas of Eastern Canada. Sixteen of the twenty-two areas identified are East of Trois-Rivières - if we include Trois-Rivières itself. This is in line with the Minister's intention expressed in the House.<sup>1</sup> If it is borne in mind that the Province of Prince Edward Island, although not mentioned as a "special area", is nevertheless the scene of the Department's largest development undertaking, the Eastern concentration of departmental activity becomes even more pronounced.

So far as the wealthier provinces are concerned, one "special area" is located in Ontario, one in Alberta and none in British Columbia.

It is doubtful whether these latter three provinces will be in receipt of any substantial aid from the Department.

Nor is there any likelihood that the Department of Regional Economic Expansion will be undertaking development programmes in the Northern Territories. The Minister has firmly indicated that his Department has no involvement in the North because of the exclusive jurisdiction of the Department of Indian Affairs and Northern Development in that part of the country.<sup>2</sup>

(4) What Degree of Public Participation in Development Programmes may be anticipated?

As previously noted,<sup>3</sup> one of the most striking findings of the recent Seminar on local development problems conducted by the CCRD at Geneva Park was the eagerness of rural people, in every part of Canada, to participate, not only in the implementation, but in the formulation of development plans and programmes affecting their own areas.

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<sup>1</sup> V.S. p. 53.

<sup>2</sup> House of Commons Debates, op. cit., p. 6895.

<sup>3</sup> V.S. p. 38.

This desire has not gone unnoticed by those shaping the legislation establishing the new Department. The Minister has laid it down as one of the six guiding principles of the Department's policies that people are involved as participants not only as beneficiaries. (See page 45.)

In fact the eagerness of rural people for participation has affected departmental thinking to such an extent that previous legislation seems to have been interpreted as giving more weight to the concept than was intended by those who drafted the legislation.

For example, all that the FRED Act prescribes in this regard is that residents of the area concerned participate in the "carrying out of the programme", whereas, according to evidence given by officers of the Department before the House of Commons Standing Committee on Regional Development, this had come to be interpreted as implying that such participation should have reference to the planning of FRED programmes as well as to their implementation.

Participation is seemingly conceived as taking place on two levels with regard to the operations of the new Department, on the policy level and the regional programme level.

On the policy level two advisory bodies act as inputs. The Canadian Council on Rural Development serves in an advisory capacity with regard to rural development issues in all parts of Canada, and the Atlantic Development Council puts forward advice on both rural and urban development policies, but only in so far as they concern the Atlantic Region. The former body is continued on the basis of the pre-existing ARDA legislation while the latter has been established by a provision of the Government Organization Act of 1969. Both Councils are financed by the Department.

On the regional level, whether or not the Department will continue to subsidize such participatory organizations as CRAN and NRDC, is at the present time uncertain.

It is evident that some doubts exist in the Department as to whether such bodies as these are genuinely representative of the people in the areas concerned.

Mr. Saumier formulates the underlying problem thus:

*"So, as we go along, we are almost at every step confronted with this decision of what is meant by public participation. Who are the public participators? Is it the Members of Parliament or the M.L.A.'s? Is it the*

*Chamber of Commerce?*

*....There is a multitude of organizations which all claim to represent some segment of the population; some claim to represent a very vast segment; some are by definition vested interest groups...So that we are constantly confronted, not with the problem of participation at large, but with the problem of who do you involve now, in what way and for what purpose?"<sup>1</sup>*

If, then, there is some doubt as to the true representative nature of these bodies would it be possible for the Department, which after all is providing much of the financial support, to step in and set up bodies which would be more satisfactory in this regard?

In Mr. Saumier's view this would not be possible.

*"This is a field", he says, "where we must act with great circumspection to avoid the very appearance of trying to dictate to the local people how they are to organize themselves and how the organizations set up must act. And it is for this reason that the grants which are given to these two organizations (CRAN and NRDC) are unconditional."<sup>2</sup>*

This then is the position so far as participation is concerned. The Department has expressed a clear endorsement of its value and has set aside ample financing to underwrite the operation of bodies at the policy level and the regional programme level to act as institutional vehicles for the participation of the public in the business of development.

What is thus far lacking, however, is the existence of any formal process or continuing mechanism whereby these bodies, at either level, can be assured of having any effective influence on the formulation of development plans or on the manner of their implementation.

Further, no consideration seems to have been given to the possibility of participation by concerned populations in the operation of the Industrial Incentives Programme which at the present time seems likely to

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<sup>1</sup> House of Commons Standing Committee on Regional Development, Minutes of Proceedings and Evidence, No. 11, April 1, 1969, (Ottawa: Queen's Printer, 1969), p. 223.

<sup>2</sup> House of Commons Standing Committee on Regional Development, Minutes of Proceedings and Evidence, No. 6, December 5, 1968, (Ottawa: Queen's Printer, 1968), p. 105.

constitute the main thrust of the Department's activities.

(5) How will the New Policies affect People living in Rural Areas?

In the first place, it seems fair to say that the change in the title of the Department from Forestry and Rural Development to Regional Economic Expansion is not merely an affair of words but, on the contrary, signifies a very real shift in operational emphasis.

As has been already suggested, the basic strategy of the new Department will be the promotion of regional growth by the encouragement of industrial expansion in urban centres located in economically depressed areas.

This by no means betokens complete neglect of rural people.

This has been spelled out by Mr. Marchand who, while admittedly giving priority, in the initial stages, to industrial development projects, indicates that:

*"...we aim at the same time to focus our attention on social rehabilitation measures intended for rural regions".<sup>1</sup>*

Of the ten programmes listed by the Minister as part of the Department's operational agenda several are targeted at rural areas.

There is an undertaking to continue and add to the efficiency of programmes of comprehensive rural development in Eastern Canada.

The Prince Edward Island development plan, although not solely rural, contains a very strong rural development component.

The special programmes slated for Indian and Metis groups and the road building programme in New Brunswick and Nova Scotia can only serve to enhance incomes and employment opportunities in rural areas.

And of course, there is the undertaking to continue the operations of PFRA, and even the continuance of ARDA type programmes in Ontario and British Columbia.

Certainly, each of these programmes is capable of doing much to combat rural poverty, but it is difficult to see them as a unified package linked by a clear and

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<sup>1</sup> House of Commons Debates, op. cit., p. 6894.

centralizing philosophy of rural development.

As has been pointed out, the main strategy of the Department of Regional Economic Expansion will consist of the use of growth-centres to generate development in the regions. Although this industrial growth is conceived as taking place, for the most part, in an urban setting, the expectation is that it will have a beneficial effect throughout the region, in both urban and rural areas. Most of the employment opportunities created will be in urban centres but the regulations pertaining to the Industrial Incentives Programme insist that priority in filling the jobs created must go to residents of the region concerned, be they urban or rural. In other words, rural people should be able to find work within their own region provided they move to the urban centres where industrial growth is scheduled to take place. Apart from which, the establishment of new industries in the region and the creation of extra demand for labour should tend to have a generally beneficial effect on wage levels in all sectors of the region.

With regard to the more immediate effect of the new Department's programmes on rural people and the full range of complex agricultural adjustment problems, perhaps the main question is what has happened to FRED and ARDA?

As has been stated, the FRED legislation of 1966 has been repealed. Nevertheless the Department retains the capability of deploying the same comprehensive unit of developmental instruments under the aegis of other legislation, as has been demonstrated in the case of Prince Edward Island.

In general, however, the acceptance by the Department of the alternative growth centre approach, to some extent, derives from a conviction that, at the present time, the "state of the art", so far as planning for what is still a preponderantly market economy is concerned, does not permit efficient planning for regions larger than the "growth centre" and its immediate rural hinterland.

The ARDA legislation has not been repealed and is still on the statute book. But whereas ARDA was central to the philosophy and operations of the previous Department of Forestry and Rural Development, the Government Organization Act of 1968, under the provisions of which the present Department of Regional Economic Expansion was established, makes no mention of ARDA whatsoever. In the Government Organization Act the Minister of Regional Economic Expansion is expressly charged with administration of the Area Development Incentives Act, the Atlantic Provinces

Power Development Act, the Maritime Marshland Rehabilitation Act and the Prairie Farm Rehabilitation Act - but not with the Agricultural and Rural Development Act. The powers of this latter act had been transferred from the Minister of Agriculture to the Minister of Forestry and Rural Development by order in Council but have never been expressly and specifically assigned to the charge of the Minister of Regional Economic Expansion.

In fact, the administration of the ARDA funds is undertaken by the Minister of Regional Economic Expansion under the general blanket provisions of paragraph 23(a) of the Government Organization Act 1968 which reads:

*"The duties, powers and functions of the Minister extend to and include (a) all matters over which the Parliament of Canada has jurisdiction, not by law assigned to any other department, branch or agency of the Government of Canada relating to economic expansion and social adjustment in areas requiring special measures to improve opportunities for productive employment and access to those opportunities".*

It would not seem to be too much of an exaggeration to say that the ARDA legislation is only a peripheral preoccupation of the new department.

There will be no third ARDA Agreement with the provinces as a whole, along the lines of the first and second agreements. However, there may well be individual bilateral agreements between the federal government and particular provincial governments.

These agreements may well continue to make federal funds available to underwrite the kind of projects previously associated with ARDA. But the Department's involvement with rural development on this kind of basis tends to be viewed as a diminishing one.

ARDA, as we have known it, is being gradually phased out.

In future, the sort of projects which have been financed through ARDA funds will in general be conceived as integral components of particular comprehensive development programmes. Of course, what stress is to be laid on the rural aspects of such programmes and what stress is to be laid on the industrial aspect remain to be seen.

## CHAPTER III

### THE ROAD AHEAD

#### A. THE NEW APPROACH

The Canadian Council on Rural Development welcomes the establishment of the new Department of Regional Economic Expansion.

The Council, before the inauguration of the new department, had emphasized that:

*"it is impossible to separate the urban from the rural environment. Rural areas are becoming increasingly dependent on cities which act as centres of gravity and country dwellers are increasingly patterning their attitudes on those of the city dwellers. With the ever increasing efficiency of our communications and information media, whole sub-regions, some of them very large, are taking on the characteristics of our cities. Even though population density may be very low, these 'cities' must now be considered as such and the appropriate development approach taken.*

*We are also led to reject the more restricted meaning of the term 'rural development'. We prefer to speak of 'regional development' which includes both rural and urban districts. Rural development attempts to rationalize a particular sector of activity, chiefly farming. But realization of the fact that regional economies, even in the more developed areas, are not exclusively based on agriculture, brings home the need for planning and for comprehensive regional development".<sup>1</sup>*

There is no doubt that current government strategy assigns a powerful and central role to the operation of the new department, and that regional development is regarded by the government as an issue of the very highest priority.

The Council welcomes two aspects of the Department's

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<sup>1</sup> Canadian Council on Rural Development, Second Report and Review, (Ottawa: CCRD, 1968), p. 38.

approach in particular; firstly, the acceptance by the Department of the fact that the answer to the relative poverty of certain parts of Canada is not to be sought in palliative welfare programmes, but in the generation of productive economic growth, and, secondly, the recognition by the Department of the essential inter-relation between urban development and rural development. Both these points have been stressed by the Council on other occasions.

The welding of several different operative components into one administrative entity provides the opportunity to rationalize Canada's developmental effort and to bring economic growth to areas which have for long lagged behind.

This is the challenge faced by the Department.

## B. SUGGESTED GUIDE-LINES FOR FUTURE PROGRESS

Because of the potentially key role of the Department of Regional Economic Expansion in determining the future pattern of growth in rural Canada, and, indeed, in all parts of Canada, because of the extensive and long term effects on the lives of all Canadians which are likely to derive from the operations of the Department, it is essential that its basic policies be examined carefully and critically.

If the new Department succeeds in its formidable task, the gains to all our citizens will be considerable. Failure, on the other hand, might be disastrous. Thoughtful scrutiny of the Department's policies is, therefore, not a matter of academic interest but a public responsibility.

Indeed, it is because the Minister is fully aware of the need for awareness and concern among all Canadians regarding the operations of the Department that he has endorsed the continuance of this Council.

### (1) Policy Requirements and Processes

Clearly enough, it would be unfair to seek to arrive at any definitive appraisal of the Department's operations before it has had time to get under way fully and to demonstrate, in terms of operational programmes, what it intends to do. In the final analysis, any development effort can only be assessed in terms of its results, and it is too early for any of the results of the new Department's work to be visible yet.

Nevertheless, with this proviso in mind, there would seem to be utility in noting certain requirements of a properly rounded development programme not all of

which are met, thus far at any rate, by the operations of the new department.

(a) Goals and Objectives

In the first place, a development programme of any kind needs to identify with reasonable precision its goals and objectives. Secondly, programmes must be instituted consistent with these goals and objectives. These programmes must be continuously evaluated both in terms of their effectiveness and in terms of priorities.

If this is not done those concerned with the operation of the programme will not know whether they are succeeding or failing, and, for that matter, neither will the public.

A general declaration of intent is too vague to function as an operational goal. It is not enough, for example, to say that the goal of the Department is to iron out regional economic disparities. This is of the same rather unhelpful level of generality as to announce a programme to fight inflation, or bad health, or crime. We tend to assume that Canadian governments seek to counter inflation, bad health, crime, regional disparity, and so on, as a matter of course.

Whatever degree of comprehensiveness in the planning function is attempted, students of development programmes emphasize that medium term objectives, and shorter term targets, should be quite precisely defined in a quantitative way.<sup>1</sup> Such targets must, of course, be related to what the plan and analysis show is possible and feasible, not just to what would be desirable.

In this way, targets and objectives are defined in terms of improvements in per capita income, time spans for achieving those improvements, improvement in unemployment rates, and so on. The targets and objectives, and the analysis and set of concepts from which they have been derived, once established, should be made public. In this way, there is a benchmark for measuring success, a framework for evaluation, and a constructive process established for the revision of both targets and objectives.

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<sup>1</sup>

See for example BREWIS, op. cit., p. 243, and WATERSON, Development Planning, (Baltimore, Maryland: The John's Hopkins Press, 1965), p. 168.

Quantitative definition of targets and goals, based on analysis which sets out alternatives for decision-makers in terms of costs, priorities, etc., is also essential for rational political decision-making - a function of the politician which cannot be performed by the technocrat or specialist.

There is no evidence that the Department of Regional Economic Expansion has, thus far, established this kind of objective basis for its programmes. There is a possibility that the Department may come to measure its own success in terms of how many grants it has provided to industries, how many factories have located in designated areas, how many jobs have been created, and so forth. This can lead to maintaining programmes that should not be continued, or only in revised form, but also to termination or reduction of programmes without adequate rationale. The undoubted uncertainty and confusion about the value and effectiveness of the ARDA programme over its years of existence can be traced in very significant degree to this lack of precise definition of targets and objectives in the context of a plan.

From the point of view of the particular concern of the Council with rural development, and its uncertainty about the relevance and effectiveness of the programmes of the new Department in meeting the needs and problems of rural people, this need for definition of targets and objectives is critical.

There is a further risk inherent in failure to develop a foundation of well-defined goals, objectives and targets in the framework of a developed plan. In such a situation human development goals may be lost sight of, and objectives in human terms left vague, or perhaps ignored. The stimulation of industrial activity, while an ingredient in any programme of economic development, is not an end in itself. We must not commit the grave mistake of implicitly accepting maximization of material production as the final goal of development, without reference to a set of clear and objective human development goals. Such defined goals should be the hallmark of a development programme.

It may be objected that for government to define precise quantified objectives is to make itself vulnerable to public criticism if these objectives are not met.

Certainly, this is true. But, surely, in an informed modern democracy it is a hazard which government must accept.

(b) Assumptions and Criteria

Not only has the Department been somewhat slower than might have been desired in making public what are its goals and objectives, it has also, thus far, been hesitant in publicizing some of the basic assumptions it has accepted in framing its policies.

For example, as has been noted, the notion of the industrial growth center as the main tool of regional development has been adopted by the Department as one of the chief elements in its philosophy of growth.

Certainly this approach to the generation of economic growth has the most respectable credentials. It has been adopted by several European countries in one form or another. It is not the only approach possible to development however, and one which, until recently, had been rejected as not likely to prove the best antidote to unemployment in the Canadian setting.

For example, a 1966 report of the Organization for Economic Co-operation and Development states:

*"Experience in Canada indicates that employment expansion in so-called 'growth points' does not provide employment or income for unemployed workers in outlying areas far removed from those centres. This is particularly relevant in Canada, where distances between centres of any significant size are sometimes very great. Research on problem areas of high unemployment has generally shown that in areas of declining job opportunities there is a substantial core of workers who are unable or unwilling to move".<sup>1</sup>*

The CCRD by no means rejects the growth center approach to development in Canada. Nor, on the other hand, can it accept as self-evident that this approach is by definition the answer to all Canada's economic ills. The Council is particularly sceptical with regard to the benefits likely to be accruing to disadvantaged rural people from

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<sup>1</sup> O.E.C.D. Manpower Policy and Programmes in Canada, (Paris: O.E.C.D., 1966), p. 49.

the development of urban growth centres.

The Council is of the view that when basic decisions are made by government on economic policy, such as, for example, the decision to de-emphasize the ARDA approach or to lay central emphasis on the growth-centre approach, then the process by which these decisions are reached and the objective evidence on which they are based should be made a matter of public record.

In a modern educated democracy it is not enough that the public be told what government has decided to do. It is essential that they also be told why.

The present industrial incentives programme is a very different one to the previous ADA programme. Whereas ADA was passive and automatic, making subventions available to any industry meeting specific requirements and locating in specific areas, the present programme is positive and selective, making grants available on an ad hoc basis. However, the department, in making decisions as to where industry should be located, and which particular companies should receive assistance, must be guided by some set of assumptions and criteria, and a basis for judgement in relation to these criteria.

The single most important criterion utilized by the Department in the industrial incentives programme is clearly that of whether total industrial activity in an area is increased by giving assistance. A very important assumption, clearly, is that in a private enterprise economy the judgement of the firm applying for grants as to its own viability, must and should be relied on to a considerable degree, and not wholly "second-guessed" by public servants. This assumption, central to the ADA concept, is, in principle, much less dominant in the industrial incentives programme, where a wide area of discretion for departmental judgement is retained.

The Council's concern is whether this discretionary power is being well-utilized in relation to a developed set of goals, objectives, assumptions and objective analysis. In principle, we know that this is taking place through a system of interdepartmental committees and consultation, and the work of the Department's own staff. We can appreciate also, that too elaborate a mechanism for review and analysis could inhibit effective decision-making, and in some cases, no doubt, confidentiality is a consideration. The process

is difficult and complex.

All the more reason, then, for the development of highly effective procedures for evaluation of grant proposals from firms, and for relating them effectively to a set of overall criteria and plans for area development in terms of both private and infrastructure development. All the more reason, too, for maximum public information and understanding regarding the Department's whole process. The officers of the department must necessarily make certain assumptions regarding, for example, domestic and international market trends, regarding the likely pattern of change in domestic and foreign tariffs, private investment plans, the likely direction of technological innovation, and so on. It is desirable that in making these decisions, those responsible give thorough and careful consideration to the full range of environmental and ecological side effects which may result from the projects under review. In a selective programme of industrial incentives these factors must be examined, case by case, if the process of selection is to be other than arbitrary.

Further - and this is a crucial point - what kind of time perspective has the department? In so far as the benefits of heightened employment and income levels in the growth centres are expected to "trickle down" and make their effect felt throughout the entire region in which the growth centre is located, how long is it anticipated the process will take? How long, in particular, can rural people expect to wait before they feel the benefits of the new policy? A year? Two years? Five? Ten?

The Council believes the Department should proceed as rapidly as possible to giving the fullest information to the public, in a systematic way, of how it goes about its job, how it defines its goals, programme targets, its priorities, and how it organizes its process of fact-finding, analysis and decision-making.

(c) Evaluation

The evaluation function is an essential aspect of any soundly conceived programme of development. Only if there is apt and adequate feedback from individual development projects, can there be proper assessment of the relative efficacy of particular techniques. Without such feedback it is impossible to make rational decisions regarding future operations.

In the past the Department of Forestry and Rural Development would seem to have been somewhat remiss in this regard.<sup>1</sup> The decision by the new Department to adopt the growth center approach to regional development as its guiding philosophy may fairly be taken to imply at least a partial rejection of the approach previously associated with ARDA.

Because of the relatively minor emphasis laid on evaluation under ARDA, it is not clear which particular evaluative studies were used as the basis for this decision.

Nor, for that matter, is it thus far certain that the new Department will not repeat the mistakes of the previous Department in this regard.

It is intended that an evaluation component will be built into each programme evolved by the department as an integral part of that programme.

In this kind of a situation there is a danger that at project level one person exercises joint responsibility for both implementation and evaluation so that the latter function becomes little more than an exercise in retrospective self-justification. The same danger may exist at programme level.

To avoid these dangers and to ensure objectivity the preferred course may be to assign overall responsibility for evaluation of both project and programme levels to an autonomous body or bodies outside departmental structure. The CCRD, indeed, expects to play a role in this regard. Further, because a policy aimed at fully developing our nation's natural and human resources must concern and consequently involve all Canadians, evaluative reports of programmes initiated by the Department should, as a matter of course, be made a matter of public record.

#### (d) Consultation in Policy Formulation

As has been noted, the policies adopted by the Department of Regional Economic Expansion cannot avoid having a very considerable effect on the economic life of Canada. In the view of the CCRD, the process by which these policies were evolved is a matter of public interest. Of course, it may be assumed that the key decision to utilize

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<sup>1</sup> This certainly is the conclusion of BUCKLEY AND TIHANYI op. cit., p. 21.

industrial incentives as the main thrust of economic development in what have been called the slow growth areas was made in Cabinet. But this decision is only the final confirmatory phase in a complex decision-making process which must necessarily involve long and exhaustive examination of possible alternatives. Just as the CCRD would welcome clarification on which studies were the basis of the decision to soft-pedal the ARDA approach, the Council feels that there would be advantages in more public awareness regarding all those inputs which were utilized in putting together the basic policies of the new Department. Which individuals were consulted? Which organizations? Which other interests?

The foregoing is not a criticism of the development policies adopted by the Department. What is called into question here is not so much the policies themselves, but the process by which they have been evolved, and the wisdom of not more fully and visibly involving others than public servants in the formulation of basic economic policies which are bound to have an effect on all Canadians.

(e) National Development Planning

Another issue on which the Council feels some uneasiness is implicit in much of the foregoing. This pertains to the lack of any adequate institutionalized mechanism or process to co-ordinate planning taking place at national, regional or provincial level.

In the final analysis, it is only possible to evaluate regional or sectoral programmes and plans in so far as they functionally relate to and serve the purposes of an overall national plan. This difficulty was recognized in regard to ARDA.<sup>1</sup>

James McCrorie, in a study undertaken for the CCRD, also notes the *"inadequacy in the scope of the current FRED planning proposals"*. He continues: *"If planning is to be comprehensive - and we suggest it must - then the proposals and programs in question must go beyond the designated region. The control of development within a region must be complemented by the control of related developments outside of the region, at a provincial and ultimately at a national level."*<sup>2</sup>

<sup>1</sup> See for example BUCKLEY and TIHANYI, op. cit.: "...how far," they ask, "can one plan for the part, when no plan exists for the whole?" p. 153.

<sup>2</sup> James N. McCrorie, op. cit. p. 108.

The same criticism has been voiced in regard to ADA. H.K. Larsen writes:

*"The failure to establish and maintain an overall regional development policy-programme for Canada's regions, and the absence of clear and adequately synchronized regional development strategies and policies focusing on each of the Nation's regions has led to intense inter-and intra-regional competition for industry, and to a general developmental confusion. The fierce competition for industry, and the inter-and intra-regional rivalry on virtually all activity levels (permitted, and encouraged by the constitutional set-up) will no doubt create substantial inefficiencies in the long run".<sup>1</sup>*

To stimulate economic growth, in a manner contrary to that which market factors would otherwise impose, implies a responsibility for the form and direction which that growth takes. If such growth is ordered and disciplined by neither the market, nor by an overall economic plan of some sort, the result can only be chaos. The Department has recognized this and its programme of industrial incentives is in fact to be geared to regional and provincial economic plans where these exist.

This is not enough. If there is a real need for development co-ordination at sub-national level, that need is even more imperative at national level. If this kind of co-ordination is to take place it can only be within a frame of reference defined in terms of specific assumptions and specific goals, in other words, in terms of a national development plan.

In this regard, the Council can only repeat what was said in its last Report and Review.

*"We believe that the Federal Government should now take all available means to ensure that Canada as a whole, and the various provinces and regions in particular, are provided with a coherent and integrated*

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<sup>1</sup> H.K. LARSEN, A Study of the Economic Impact Generated by ADA - Assisted Manufacturing Plants Located in the Province of New Brunswick, (Fredericton, New Brunswick, University of New Brunswick, 1969), p. VII-7.

*development planning process."*<sup>1</sup>

As McCrorie notes, the wide spread notion that there is something "*un-Canadian*" about planning ignores "*the hard cold realities of Canadian history. Government planning*", he points out, "*has been a feature of Canadian economic history since Confederation*".<sup>2</sup> However, the need still exists, not only for functional co-ordination of Provincial and Federal planning, but for a concept of planning that is balanced, assigning due emphasis to both urban and rural development, that does not subordinate social values or the quality of the environment to simplistic maximization of material production.

(2) Some Possible Hazards

The package of programmes which the Department of Regional Economic Expansion is deploying in order to bring economic growth to all areas of Canada is ambitious and exciting. But, as is the case with all great enterprises, it contains an element of risk. In the view of the Council, if the suggestions in the previous section are adopted, some of the hazards inherent in the operations of the Department will be minimized.

(a) Long Term Viability of Firms in Receipt of Subventions

For example, so far as the programme of industrial incentives is concerned, we have already underlined how essential it is that such factors as domestic and international market trends, likely developments in international tariff structure, private investment plans and the likely direction of technological innovation, be taken into account by those concerned with the approval of particular firms as recipients of assistance and with the location of their plants.

At risk, and depending on the long term viability of the plants concerned, will be, not only the firm's own capital, but very considerable sums of public money as well. Often the provisions of new jobs will necessitate several rounds of public investment in supportive social infra-structure and large investment of private capital as workers acquire homes and the job multiplier brings in ancillary service industries. The original

<sup>1</sup> Canadian Council on Rural Development, Second Report and Review, (Ottawa; CCRD, 1968), p. 30.

<sup>2</sup> JAMES N. MCCRORIE, *op. cit.* pp. 66-7.

investment of the firm controlling the plant will, in the long run, represent only a small proportion of the total investment involved. What risks are inherent in this kind of undertaking?

In the first place it must be remembered that, by definition, the plant in question is not located where market forces would have placed it. When market conditions are good, demand for the product concerned may well be strong enough to absorb output. In the event of a down turn in total demand for the product-caused, say, by cyclical factors - competitive plants located more advantageously may well be able to weather the storm whereas the plant in receipt of government subvention may go under.

Such operations are also vulnerable, where much of what they produce is exported, not only to changes in market conditions overseas but also to movements in foreign tariffs.

Demand for any particular product is always likely to be affected by changes in public taste or by technological innovation introducing a new and more attractive competitive product or reducing the cost of an already existing competitive product. In such situations management will seek a new product line.

This kind of switch will produce a need for a new set of inputs - raw materials, components, specialized skills, etc. In most large manufacturing complexes these will, in all likelihood, be readily available. In the smaller more peripheral centres, the range of alternative inputs will be far more restricted, so that firms located there will have less flexibility and often be forced to continue manufacturing a product which has been outdated until the final drying up of demand closes the plant entirely.

In such situations, simply because the federal government was involved in starting the plant in the first place, local opinion would join the private company concerned in a concerted cry for continuing subsidy and support. And there would be some justice in their claim.

Hence the imperative need for close and detailed investigation of the long term market prospects of the products of firms in receipt of incentive grants.

#### (b) The Danger of Duplicatory Investment

Another point stressed earlier was the need for an

*"integrated development planning process".<sup>1</sup>*

Only through the co-ordination implicit in such a process is it possible to ensure against wasteful duplicatory investment.

L.H. Klassen cites a sorry example of what can happen when such co-ordination is lacking. The planning authorities in Munich obtained the services of consultants who predicted that by 1975 the population of that city would reach 1.6 million, largely as a result of continuing immigration from other parts of Bavaria. They then launched a long term plan of infrastructure investment based on this projection.

*"However" continues Klaasen: "in other parts of Bavaria, the aim was to reduce emigration to Munich by encouraging local development; the plans assumed a reduced rate of emigration. As a result, infrastructure is being provided for the people concerned both in Munich and other parts of Bavaria".<sup>2</sup>*

If there is not adequate coordination or regional planning such duplication in public investment is almost inevitable.

Klassen's conclusion is clear.

*"Whatever the actual organization of planning on the national and regional levels, it is essential, if local planning is to be successful, that the plans be mutually consistent and that they be integrated into a national plan."<sup>3</sup>*

By the same token wasteful investment of public funds can often be obviated if the long term development plans of large corporations are taken into consideration in decisions concerning the selection of firms for assistance and the location of plants - even if these corporate plans are not integrated as such into overall regional plans.

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<sup>1</sup> Canadian Council on Rural Development, Second Report and Review, (Ottawa: CCRD, 1968), p. 30.

<sup>2</sup> L.H. KLASSEN, Area Economic and Social Redevelopment: Guidelines for Programmes, (Paris: O.E.C.D., 1965), p. 22

<sup>3</sup> Ibid.

(c) Development via Industrialization

Many governments in the last two decades seeking to launch their nations on a course of economic growth and development have fallen into the error of regarding industrialization not so much as one of the tools of modernization but as co-terminous with modernization. For many it has proved to be a very costly error indeed. It would be regrettable if Canada were to join their ranks.

Now, it certainly is true, in broad general terms, that a correlation exists between national wealth and industrialization. The richest nations tend to have a very high proportion of their total labour force engaged in manufacturing, and, conversely, nations with the highest proportion of their workers in agriculture tend to be very poor indeed.

But, to identify industrialization with development is a vast oversimplification. In many parts of Canada the real opportunity for growth exists in the primary sector - in agriculture, in logging or in the fishing industry.

To too many of those charged with responsibility for programmes of development at municipal, regional and even provincial levels, the entire exercise resolves itself into a naive effort to "get some industry in". What industry? Too often the answer is "just industry, any industry"!

This simplistic approach to development certainly creates a general picture of hustle and bustle which may be superficially impressive. It may even on occasion, by sheer good fortune, produce dramatic results. But finally it can only constitute a recipe for economic chaos. Worse, because in many cases, the authority concerned has finally persuaded the industry in question to "come in" only by dint of making concession after concession - in competition with other authorities - this chaos often proves extremely costly for the inhabitants of the area. The only real profit goes to the company, or companies involved.

It cannot be stated too emphatically that economic development is an infinitely more complex and sophisticated process than just "getting industry in"!

Canada's economy is one which relies on vitality and growth in manufacturing and also in the primary sector. In some parts of the country the

growth potential is in manufacturing, in others, it is in the primary sector that has by far the greater potential. To push industrialization in such areas may well waste national resources which could be better utilized in some other manner.

Lastly, what must be stressed is that, although in a country such as Canada, development planning must necessarily lay emphasis on industrialization, development itself is very much more than industrialization. The final goal of the development planner must be to enhance the quality of human life.

If those responsible for the formulation of development plans, because they must inevitably focus much of their attention on the promotion of industrial growth, come to dismiss social or ecological considerations as of secondary importance, the net result of their efforts, in the long run, may be a deterioration of the quality of living.

(d) The Danger of Isolation

One danger accorded considerable emphasis in the CCRD's Second Report and Review was that of isolation of government from people. The report stressed the very real need existing for more participation by members of the public in the formulation and implementation of development plans likely to affect them.

This is no matter of academic concern. The Report of the recent Seminar held by the Council at Geneva Park, at which rural people from all parts of Canada spoke their mind on development issues, states:

*"There was considerable dissatisfaction and resentment amongst participants regarding the substance and manner of government plans and programmes designed to bring about rural development. Many participants felt themselves to be excluded from those strategically important areas wherein were made decisions likely to affect every aspect of their lives. They wanted to be 'in' on the decision making process.*

*This call by participants for more participation in the planning process, in so far as it impinged on their own lives, was perhaps the most unequivocal and unanimous message to come out of the Seminar. A strong and clear desire was expressed time and time*

*again for fuller and more reciprocal flows of information between government and people with regard to development matters. It was considered as a matter of urgency, by those participating in the Seminar, that governments at all levels give urgent attention to the need for devising new innovative structures whereby the population at large can participate in the formulation and implementation of economic development plans".<sup>1</sup>*

The need for fuller communication between the rural people of Canada and their government and the need for meaningful participation by rural people in the planning process are more clearly apparent than ever.

The lesson of the campus riots and of the violence now endemic in the core cities of the U.S.A. is clear and unavoidable.

The alternative to participation is confrontation. And in the violent political idiom of today confrontation may be bloody and destructive.

If people feel a programme is being thrust on them in a high handed and directive fashion they will resent it. This resentment may stem more from the manner in which the programme is presented than from its actual substance. Once such resentment is generated, it is very difficult indeed to disperse. The chances of success for the programme are minimal.

The best device by which to avoid this kind of thing is to involve the people concerned in the formulation of the programme from the beginning. It thereby becomes their programme. It is thus, very much more functional and efficient, as well as being preferable in moral terms, that development programmes and projects lay emphasis on the participation of local people not only during the implementation phase but during the planning phase.

Let it be noted that the CCRD does not recommend more participation as a sovereign panacea for all the troubles inherent in the development process, in all contexts.

Certain areas of the country are well served with institutional structures that ensure fully

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<sup>1</sup> Canadian Council on Rural Development, Report of Seminar held at Geneva Park, Ottawa, CCRD, 1969, p. 28.

adequate participation by local populations in development planning. Here the people are already "in" on the development business and there is no call for heightened participation.

In other parts of the country, however, this desirable situation does not pertain and a real need exists for new participatory structures for the reasons detailed above.

The Department has, as has been noted, given considerable thought to the notion of public participation in the development process and the Minister and responsible departmental officers are on record as endorsing the idea in principle.

There have been some problems, however, in embodying the principle in practice.

In the past, considerable subsidies have been made available to local organizations which presented themselves as potential vehicles through which people of the area could participate in programmes of development. At the same time, perfectly legitimate doubts have been entertained by the Department as to the real representativeness of these organizations. This has resulted in the anomalous situation whereby the Department has provided large subsidies to allegedly participatory bodies while at the same time offering them only marginal or illusory involvement in the planning process.

This is not good enough. If these organizations are not truly representative, it is quite valid that they should not be listened to. But if they are not going to be listened to, they should not be subsidized - and the money thus saved applied to instituting organizations that are representative and are listened to.

The problems involved are, admittedly, many and complex. But in spite of this the Department must sooner or later accept the responsibility of ensuring that in conjunction with the Provinces concerned, adequate participatory processes are established, where they are needed, to ensure adequate local involvement in development programmes.

Let it be repeated that the justifications for this assertion are not only abstract and ethical but practical and functional.

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<sup>1</sup> For example v.s. pp. 105-109

Thus far we have been concerned with participation at the local or regional programme level.

A somewhat analogous situation exists at the policy level.

In the first place the Department has demonstrated a considerable administrative flexibility in endorsing the continuance of the Canadian Council on Rural Development and creating the Atlantic Development Council.

It is not intended by the Minister that these advisory bodies shall be rubber stamps or ancillary wings of the departmental public relations effort. Both enjoy operative autonomy and a very real degree of freedom.

In this regard, the Department of Regional Economic Expansion, therefore, is only to be congratulated for having recognized the need for opening up the whole process of government.

In the past, a simpler society posed less complex problems and made less stringent demands upon the public service than is the case in contemporary Canada. Intervention by government in the economic life of the nation was minimal.

Today though, the situation is very much changed. Government has gone far beyond mere regulations and strenuously insists, not only on the right to manage the economy, but also on the right to operate as the most potent force within the economy. These dual roles are positive and dynamic and must, inevitably, make very considerable demands on the resources at the public service.

Fortunately, in a developed and diverse society such as our own, there are ample resources of the kind of skills needed to fulfill these new roles outside government itself, and yet available to government.

Indeed the success of a public service department today largely depends on the ability of its permanent officers to devise structures which permit the maximum utilization of such outside expertise. Conversely, failure may well prove to be a function of a conservative unwillingness to expose departmental policies to expert examination and questioning.

The existence of such an organization as the CCRD may be taken as an indication that this is

fully realized by the Department of Regional Economic Expansion, although there is still much to be done in evolving the most productive processes and procedures by which the relationship between the Department and the Council can best contribute to Canada's economic development. However, there is every reason to hope that this is only a matter of time and that in the near future a productive relationship between the Department and the Council will be more clearly defined.

### C. RECOMMENDATIONS

Thus far, in this report, we have briefly reviewed the problems of rural poverty in Canada, taken stock of policies propounded by the former Department of Forestry and Rural Development in so far as they were relevant to those problems, and attempted an analysis of the policy line to be taken by the new Department of Regional Economic Expansion, again with a closely focused concern for the rural sector.

In this last section, we have suggested certain guide-lines for future progress and drawn attention to certain hazards which might adversely impinge on the operations of the Department if due care is not exercised.

Is the new Department going to succeed in the very demanding task it has been assigned?

The answer must be a qualified one. Firstly, of course, it is far too early to say. Only historians will be in a position to give a definitive answer. All we can do is make an informed guess.

Secondly, it depends what one means by "succeed". The Minister and senior officers of the Department have abstained from making any public declarations regarding precise quantified objectives for the Department. The Department's goals, therefore, remain a little hazy if very worth-while. They may be summarized as "enhanced overall economic growth for Canada in conjunction with progressively diminishing regional economic disparities". If the likelihood of success or failure is to be assessed in relation to this very general goal, there is no doubt that the omens are most propitious.

The government has assigned a central role to the new Department. Administrative centralization of several pre-existing component programmes in the development field should certainly lead to enhanced efficiency.

The new Department has shown no inclination to respect administrative sacred cows and has given an

innovative new look to Canadian economic development policies. It will be most surprising if the effect of the Department's policies will not be to stimulate economic expansion in the "slow growth areas".

However, it must be pointed out that the certainty of such economic expansion, its speed and extent, and the equity with which its benefits are distributed between various sections of the population will all be very much enhanced if careful attention is given to the guidelines indicated above. It may be helpful to briefly summarize these guide lines.

- (a) The goals and objectives of the Department should, so far as is practicable, be objectively defined and made public.
- (b) The economic assumptions taken into account by the Department in planning should be also made a matter of public record.
- (c) An evaluation component should be built into all departmental programmes and projects and responsibility for the evaluation function be assigned to objective outside agencies. Again, evaluative reports should be a matter of public record.
- (d) Participation by members of the public should be built into all departmental operations at policy, programme, and project levels.
- (e) There should be functional co-ordination of planning operations at all levels, municipal, regional, provincial and national.

What about rural Canada? Will the Department succeed there?

This question is central to the concerns of the CCRD.

The first part of this report was intended to spell out incontrovertibly the simple and undeniable fact that the widest economic gap in Canada today is that existing between the city dwellers and those of our citizens who derive their livelihood from agriculture and from the fishing industry.

The gap in living standards between urban people living in various parts of the country may be quite substantial, but it is not so great as the gap in living standards between urban people and rural people, wherever they may live.

It is true that rural Canadians now constitute a small proportion of our total population. They are, indeed,

a minority group. It would be morally disastrous for Canada however, if, on this account, they were to be neglected, exploited or discriminated against.

Because their distress is most marked, because their problems are most urgent, equity demands that government programmes of economic development assign the very highest priority to the needs of rural Canadians.

In some quarters a fear has been expressed that the Department of Regional Expansion may come to over-stress urban industrialization to the detriment of balanced urban-rural growth.

There is nothing to justify this suspicion in any of the declarations made by the Minister or by senior officers of the Department who, in fact, have gone out of their way to state categorically and repeatedly that there will be no neglect of rural interests in departmental policies.

It is true that the growth center theory has been adopted by the Department as one of the main underpinnings of its philosophy of growth. It is true that this will inevitably lead to a strong accent on the generation of regional economic growth through industrialization. In a modern industrial nation such as Canada this is, surely, not surprising. But the espousal of the growth center concept by the Department in no way logically entails a neglect of rural problems.

The CCRD assumes that the Department will assign to the alleviation of rural economic disadvantage the same high level of priority that equity demands, and fully expects that as departmental policies evolve this will become progressively more clearly evident. Nevertheless, bearing in mind what has been stated earlier, the CCRD submits the following recommendations to the Minister of Regional Economic Expansion as matters of urgency:

- (1) In view of the increasing gap between the living standards of rural and urban populations, the wide spread anxiety among rural Canadians regarding their economic future and the very real degree of doubt existing as to whether any government department is more than marginally concerned with their interests, the Minister should:
  - (a) strongly reaffirm the commitment of the Department of Regional Economic Expansion to rural development as an integral aspect of regional development;
  - (b) establish a division, within the structure of the Department, under the control of a senior officer, to be concerned exclusively with rural

affairs and with assuring that development projects in rural areas are given due and proper emphasis in regional comprehensive development programmes;

- (c) ensure that there is a clear definition and elaboration of the Department's role and position in relation to overall agricultural development and adjustment policy in the context of the current urgent necessity for governmental elaboration of a national agricultural policy. The relevance to agricultural policy of the Department's work, including ARDA, comprehensive regional development plans, agricultural resource development progress and its overall development policies is, of course, very clear. Much the same basic recommendation is applicable to the fishing industry and important parts of the forestry industry.
- (2) Because the Department of Regional Economic Expansion is in a position to operate in a central development role, it must accept the responsibility of taking the initiative in development matters. It must not come to acquiesce too easily or passively in jurisdictional limitations to its operations. In particular, the Department should take the initiative in exploring, with the appropriate jurisdictions and levels of government, how most effectively the native peoples and the people of Canada's Northland can be assigned a meaningful and not merely marginal role in national economic development.
- (3) Because of the extreme importance of the evaluation component in ongoing programmes of development, the Minister should:
  - (a) completely separate responsibility for evaluation from responsibility for administration;
  - (b) establish a separate evaluation division under the direction of a highly qualified senior officer who would:
  - (c) ensure that, so far as possible, responsibility for the evaluation component built into departmental projects and programmes be assigned to organizations or agencies outside the administrative structure of the Department and also ensure that all such evaluative studies be made a matter of public record;
  - (d) ensure that the data collected as part of the evaluation process include those relevant to the impact of departmental policies on people as well as on productivity.

- (4) Because the success of development programmes can only be premised on their acceptance by the public and because in an educated democracy such as Canada this acceptance can only come as a result of a rational dialogue based on adequate information flows, the information function is of crucial importance in such a department as DREE.

The information division of the Department must accept responsibility for:

- (a) a continuing and sophisticated programme of public education regarding the operations of the Department;
  - (b) provision of a flow of accurate and up to date statistical data and other relevant material to concerned professionals so that they may adequately evaluate what the Department is doing;
  - (c) providing the public at large and professionals with an adequately documented rationale for the development strategies adopted by the Department, and also with a full explanation of the various criteria utilized in the location of growth centres and the selection of individual industrial concerns for the receipt of subventions.
- (5) In so far as it is generally accepted that public participation in both the planning and implementation phases of the development process is not only ethically desirable but also functional, it is essential that:
- (a) in regions and localities affected by development plans, where participatory structures do not exist or where those that do exist are not properly representative, the Department, in co-ordination with the provinces, should facilitate the establishment of processes which do effectively ensure participation by concerned publics in development planning and implementation on a representative basis, and,
  - (b) with regard to the submissions made by such local and regional organizations and also with regard to the policy advice proffered by such bodies as the Canadian Council on Rural Development, structures be established and procedures evolved which will ensure that genuine consideration be given to both kinds of input.
- (6) Because planning conducted only at regional or provincial level, without positive co-ordination at national level, can only be inadequate and inefficient, the Minister of Regional Economic Expansion should take the initiative, in conjunction with other concerned

federal departments, to open negotiations with the Provinces with a view to evolving a national development policy to which all regional and provincial plans would be related. In the meantime, as an interim measure until such a national development policy is evolved, priority must be given to improving communication between all levels of government involved in the formulation and implementation of development plans so as to facilitate a more co-ordinated and therefore more effective attack on the problem of social and economic disadvantage.

We began this report and review with mention of a Seminar conducted by the CCRD at Geneva Park about a year ago. This Seminar brought forth disturbing evidence of a crisis in rural Canada, of a growing resentment among rural people from the wheat growing communities of Saskatchewan to the outports of Newfoundland, a feeling that government was only marginally concerned with their problems. Those attending the Seminar clearly felt bypassed, ignored and neglected.

Were such a Seminar to be held today, it is very doubtful whether it would show that there had been any significant change in the situation. It is far more likely that there would be indications of a marked deterioration. As we have noted, rural people are particularly vulnerable to the effect of inflation and the last twelve months has seen little abatement in inflation. At the same time, the Prairies have been suffering severe hardship because of depressed world markets for wheat.

It is true that the most dramatic economic growth today is taking place in the urban setting. This should not imply that the sole role of government in development is to increase the rate of industrial growth in the cities. A more balanced development policy, assigning due and proper weight to both urban and rural growth, is far more likely to be successful. This has been recognized in the United States. President Nixon speaking to the Congress early this year has firmly declared,

*"We will carry our concern with the quality of life in America to the farm as well as the suburb, to the village as well as the city. What rural America most needs is a new kind of assistance. It needs to be dealt with, not as a separate nation, but as part of an overall growth policy for all America. We must create a new rural environment that will not only stem the migration to urban centres but reverse it".*

If the most industrialized nation in the world to our south can establish rural development as a major goal of national policy, it is surely anomalous that here in Canada the only recourse open to our rural people if they

wish to participate in the general affluence of society is to uproot themselves and move to our already overcrowded cities.

Only if the decision is taken to opt for a balanced programme of national development, is there a chance for a better life for tens of thousands of Canada's rural people.



# APPENDIX A

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TABLE 1

PERCENTAGE CHANGE OF POPULATION AND FORECASTS\*WITH 1951 FIGURES EQUAL TO 100

	1951	1956	1961	1966	1971	1976	1981
CANADA: TOTAL	100	114.8	130.2	142.9	156.4	170.1	184.0
RURAL	100	103.4	106.7	101.9	99.8	98.7	98.0
URBAN	100	121.4	144.0	167.0	189.7	212.2	234.7
MARITIMES							
TOTAL	100	109.0	117.3	122.0	128.1	134.6	141.4
RURAL	100	103.5	110.3	106.1	105.0	105.2	105.8
URBAN	100	115.3	125.3	140.3	154.5	168.4	182.2
NEWFOUNDLAND							
TOTAL	100	114.9	126.7	136.5	147.5	159.0	170.6
RURAL	100	111.0	109.1	109.5	111.3	113.6	116.1
URBAN	100	120.0	150.3	172.8	196.1	219.8	243.7
P.E.I.							
TOTAL	100	100.8	106.3	110.3	114.0	117.6	121.1
RURAL	100	93.3	95.9	93.8	90.8	88.5	86.2
URBAN	100	123.4	137.4	146.9	183.0	204.4	225.5
NOVA SCOTIA							
TOTAL	100	108.1	114.7	117.7	122.0	127.1	132.2
RURAL	100	102.9	117.1	110.4	108.8	109.1	110.1
URBAN	100	112.3	112.7	123.5	132.8	141.6	150.1
N.B.							
TOTAL	100	107.5	115.9	119.6	124.7	130.9	137.0
RURAL	100	101.4	108.0	102.8	100.7	99.7	99.2
URBAN	100	115.9	126.7	142.3	157.1	171.7	186.1
QUEBEC							
TOTAL	100	114.1	129.7	142.5	156.1	169.8	183.7
RURAL	100	103.5	100.9	93.7	89.0	85.3	82.0
URBAN	100	119.4	143.9	166.6	189.2	211.5	233.9
ONTARIO							
TOTAL	100	117.6	135.6	151.4	167.9	184.6	201.4
RURAL	100	106.6	115.6	111.9	112.1	113.6	115.8
URBAN	100	121.5	142.9	165.7	188.0	210.2	232.3
PRAIRIES							
TOTAL	100	112.0	124.8	132.7	142.2	152.2	162.4
RURAL	100	98.6	56.0	89.7	84.8	80.4	76.3
URBAN	100	127.7	160.2	185.7	212.8	240.4	268.2
MANITOBA							
TOTAL	100	109.5	118.7	124.0	130.7	137.9	145.2
RURAL	100	100.7	98.8	94.1	90.7	87.9	85.3
URBAN	100	116.2	133.9	147.0	161.3	176.1	191.2
SASKATCHEWAN							
TOTAL	100	105.9	111.2	114.9	119.2	123.7	128.3
RURAL	100	94.4	91.0	84.1	78.0	72.2	66.5
URBAN	100	127.5	157.7	185.5	213.7	241.9	270.3
ALBERTA							
TOTAL	100	119.5	141.8	155.7	172.0	189.2	206.6
RURAL	100	99.7	99.9	93.2	88.7	85.0	81.7
URBAN	100	141.1	187.7	223.6	262.4	302.2	342.2
B.C.							
TOTAL	100	120.0	139.8	160.8	181.4	201.9	222.4
RURAL	100	109.3	131.3	136.0	144.4	154.1	164.4
URBAN	100	124.5	143.3	171.0	196.7	221.7	246.3

\* Using 1951 figures equal to 100. Later statistics were expressed as % of the 1951 statistics. Totals will not be exact due to rounding.

Source: 1966, 1961 - Cat. No. 92-602

1956, 1951 - Cat. No. 92-536 (See note page 2)

# NOTE

The percentage figures in Table 1 are derived from the figures in Tables 14 and 15.

The projections in Table 15 are derived from a formula developed by the Bureau of Statistics, of the Province of Alberta. The formula is based on past trends of population change, that is future birth rates, death rates, changes in migration etc. are not taken into account. The forecast for each five year interval after 1966 is calculated on the basis of the immediately preceding population figure plus an average of the sum of this figure for the preceding five year interval and the preceding fifteen year interval.

For example:

$$\begin{aligned}\text{Let } 1951 &= P_1 \quad \text{where } P = \text{population} \\ 1956 &= P_2 \\ 1961 &= P_3 \\ 1966 &= P_4 \\ 1971 &= P_5\end{aligned}$$

$$\text{The formula is } P_5 = P_4 + \frac{(X + Y)}{2} \quad \begin{array}{l} \text{where } X = \text{long} \\ \text{term average} \\ \text{where } Y = \text{short} \\ \text{term average} \end{array}$$

$$X = \frac{P_4 - P_1}{3}$$

$$Y = P_4 - P_3$$

$$\begin{aligned}\therefore P_5 &= P_4 + \frac{(X + Y)}{2} \\ &= P_4 + \frac{(P_4 - P_1 + P_4 - P_3)}{2} \\ &= P_4 + \frac{P_4 - P_1 + 3P_4 - 3P_3}{6} \\ &= P_4 + \frac{4P_4 - 3P_3 - P_1}{6} \\ \therefore P_5 &= P_4 + \frac{4P_4 - 3P_3 - P_1}{6}\end{aligned}$$

TABLE 2

## RURAL POPULATION AS PERCENTAGE OF TOTAL POPULATION:

## CANADA AND PROVINCES

	1951	1956	1961	1966	1971	1976	1981
CANADA	37.05	33.36	30.36	26.42	23.64	21.49	19.73
MARITIMES	53.41	50.72	50.22	46.44	43.80	41.72	39.95
NEWFOUNDLAND	57.29	55.36	49.32	45.94	43.21	40.93	38.99
P.E.I.	74.92	69.31	67.59	63.37	59.72	56.39	53.30
NOVA SCOTIA	44.70	42.53	45.65	41.94	39.82	38.36	37.21
NEW BRUNSWICK	57.44	54.15	53.50	49.37	46.38	43.77	41.58
QUEBEC	33.04	29.97	25.72	21.72	18.85	16.60	14.74
ONTARIO	26.57	24.08	22.65	19.64	17.74	16.36	15.28
PRAIRIES	55.15	48.54	42.42	37.25	32.88	29.15	25.91
MANITOBA	43.39	39.93	36.11	32.91	30.12	27.67	25.48
SASKATCHEWAN	69.64	63.43	56.97	50.97	45.56	40.62	36.06
ALBERTA	52.04	43.38	36.69	31.15	26.84	23.40	20.58
B.C.	29.21	26.60	27.44	24.72	23.25	22.30	21.60

Source: Dominion Bureau of Statistics.

For 1966

Cat. No. 92-608.

For 1961, 1956, 1951, Cat. No. 92-536.

TABLE 3

INCOME FROM ALL SOURCES OF FARM, RURAL NONFARM  
AND URBAN FAMILIES, BY PROVINCE, 1961

Province	Income per Family (\$)		
	Farm (1958)	Rural Nonfarm	Urban
Newfoundland	n.a.	2,612	4,636
Prince Edward Island	2,577	3,130	4,646
Nova Scotia	2,255	3,338	4,889
New Brunswick	2,453	3,351	4,832
Quebec	3,119	3,829	5,654
Ontario	4,296	4,598	6,077
Manitoba	3,572	3,564	5,657
Saskatchewan	3,321	3,584	5,417
Alberta	4,281	4,198	5,894
British Columbia	4,175	4,744	5,864
Canada	3,645	3,990	5,796

Source: Farm data based on the 1958 income survey of a 1 per cent sample of single-family farms obtained from Dominion Bureau of Statistics, Agriculture Division. Other data from Census of Canada, 1961.

TABLE 4

PROVINCIAL DIFFERENCES IN INCOME PER WORKER  
BETWEEN AGRICULTURAL AND NONAGRICULTURAL ACTIVITY  
1960-1964 AVERAGE

	1		2	3
	Income per Worker in		Income per Worker in	1 as a % of 2
	Agriculture	Nonagriculture	Agriculture	
	\$		\$	
Prince Edward Island	1,100	3,333	3,333	33
Nova Scotia	937	3,495	3,495	27
New Brunswick	1,000	3,150	3,150	32
Quebec	1,481	3,645	3,645	41
Ontario	2,536	4,242	4,242	60
Manitoba	1,984	4,015	4,015	49
Saskatchewan	3,008	4,091	4,091	74
Alberta	2,698	4,978	4,978	66
British Columbia	3,080	4,537	4,537	68
Average for Provinces	1,882	3,811	3,811	49

Note: Agricultural income is the sum of net income of farm operators (from the National Accounts DBS) and wages paid to agricultural labour (from Quarterly Bulletin of Agricultural Statistics DBS). Nonagriculture is earned income less agricultural income defined above. Workers refers to employed persons.

Source: Adapted from S.E. CHERNICK, Interregional Disparities in Income, Ottawa, Economic Council of Canada, 1966, p. 31.

TABLE 5  
CANADIAN FARMS BY ECONOMIC CLASS IN 1966

Gross Value of Agricultural Sales per Farm \$	No.	Farms Per Cent	Gross Value of Agricultural Sales, Total \$Millions Per Cent	Value of Farm Capital, Total \$Millions Per Cent
35,000 & over	10,282	2.4	778	1,823
25,000 - 34,999	9,384	2.2	273	1,104
15,000 - 24,999	31,149	7.2	586	2,885
10,000 - 14,999	44,217	10.3	536	3,056
7,500 - 9,999	38,753	9.0	335	2,105
5,000 - 7,499	58,103	13.5	357	2,510
3,750 - 4,999	37,923	8.8	164	1,302
2,500 - 3,749	47,024	10.9	145	1,333
1,200 - 2,499	60,947	14.1	110	1,376
250 - 1,199	55,271	12.8	37	857
50 - 249	36,692	8.5	3	547
TOTAL	430,522	100.0	3,338	19,075
			100.0	100.0

Source: 1966 Census of Canada. Total includes data for 777 "Institutional Farms" not itemized.

TABLE 7

PERCENTAGE DISTRIBUTION OF GENERAL PRACTITIONERS,  
SPECIALISTS AND GROUP PRACTICES IN RURAL AND URBAN AREAS  
1962

	% of Population	% of General Practitioners	% of Specialists	% of Group Practices
ATLANTIC PROVINCES				
RURAL	50	32	4	8
URBAN	50	68	96	92
QUEBEC				
RURAL	22	26	4	17
URBAN	78	74	96	83
ONTARIO				
RURAL	20	17	1	13
URBAN	80	83	99	87
PRAIRIE PROVINCES				
RURAL	55	33	1	23
URBAN	45	67	99	77
BRITISH COLUMBIA				
RURAL	25	16	1	14
URBAN	75	84	99	86
CANADA				
RURAL	26	23	2	16
URBAN	74	73	98	84

Compiled from: Royal Commission on Health Services, op. cit., p. 360 and p. 371.

TABLE 9

AVERAGE SALARIES - ALL SECONDARY SCHOOL TEACHERS AND  
PRINCIPALS BY SIZE AND TYPE OF COMMUNITY FOR NINE PROVINCES - 1967-1968

Province	Centres of Pop 100,000 & over	Centres of Pop 10,000-99,999	Centres of Pop 1,000-9,999	Rural Schools	Total
Nfld.	\$ -	\$ 6,914	\$ 6,282	\$ 5,885	\$ 6,310
P.E.I.	-	6,303	5,152	5,771	5,880
N.S.	-	8,013	7,038	6,815	7,303
N.B.	-	6,964	6,235	6,023	6,476
ONT.	9,728	9,535	9,335	9,078	9,583
MAN.	8,333	7,787	8,045	7,360	8,063
SASK.	9,568	8,553	7,625	7,470	8,077
ALTA.	7,944	8,573	8,258	8,062	8,088
B.C.	8,913	8,615	8,408	8,293	8,625

Source: Dominion Bureau of Statistics. Cat. No. 81-202.

Note : Comparative information not available for Province of Quebec.

TABLE 10

PERCENTAGE DISTRIBUTIONS OF CERTAIN EDUCATIONAL GROUPS  
ON A RURAL-FARM AND URBAN BASIS: CANADA AND THE PROVINCES - 1961

<u>Place</u>	<u>Semi- Literate*</u>	<u>High School Graduates**</u>	<u>University Graduates</u>
CANADA			
RURAL-FARM	12.38%	8.40%	0.48%
URBAN	7.33%	18.84%	3.71%
NEWFOUNDLAND			
RURAL-FARM	26.97%	5.34%	0.18%
URBAN	15.59%	6.48%	1.33%
PRINCE EDWARD ISLAND			
RURAL-FARM	5.95%	5.36%	0.42%
URBAN	5.10%	15.97%	2.87%
NOVA SCOTIA			
RURAL-FARM	11.34%	6.32%	0.59%
URBAN	5.84%	12.42%	3.34%
NEW BRUNSWICK			
RURAL-FARM	16.04%	6.08%	0.51%
URBAN	7.99%	12.54%	2.90%
QUEBEC			
RURAL-FARM	20.71%	4.62%	0.33%
URBAN	10.39%	15.86%	3.50%
ONTARIO			
RURAL-FARM	6.22%	11.45%	0.66%
URBAN	5.69%	20.60%	3.98%
MANITOBA			
RURAL-FARM	14.55%	6.06%	0.31%
URBAN	7.78%	16.54%	3.48%
SASKATCHEWAN			
RURAL-FARM	10.82%	9.17%	0.31%
URBAN	7.43%	19.72%	3.60%
ALBERTA			
RURAL-FARM	10.11%	9.24%	0.40%
URBAN	5.31%	21.73%	4.24%
BRITISH COLUMBIA			
RURAL-FARM	7.90%	17.02%	1.44%
URBAN	4.84%	25.56%	3.81%

\* Illiterates plus those with less than 5 years elementary.

\*\* Those with 4 or 5 years high school.

Source: Dominion Bureau of Statistics, Cat. No. 92-557.

TABLE 11

PERCENTAGE OF DWELLINGS WITHOUT SELECTED HOUSEHOLD FACILITIESRURAL AND URBAN FOR CANADA AND THE PROVINCES 1961% OF DWELLINGS WITHOUT

<u>Place</u>	<u>Central Heating</u>	<u>Running Water</u>	<u>Hot &amp; Cold Water</u>	<u>Bath or Shower</u>	<u>Flush Toilets</u>
CANADA					
RURAL	57	35	50	54	49
URBAN	23	2	8	11	10
NEWFOUNDLAND					
RURAL	93	59	86	85	81
URBAN	59	18	38	41	34
P.E.I.					
RURAL	72	49	57	66	66
URBAN	27	4	12	17	17
NOVA SCOTIA					
RURAL	60	32	51	56	54
URBAN	31	3	15	22	17
NEW BRUNSWICK					
RURAL	65	37	53	60	55
URBAN	37	4	13	18	11
QUEBEC					
RURAL	60	12	44	52	24
URBAN	41	.35	15	11	6
ONTARIO					
RURAL	48	25	37	39	40
URBAN	12	1	4	8	10
MANITOBA					
RURAL	51	65	71	73	79
URBAN	13	4	6	13	15
SASKATCHEWAN					
RURAL	56	70	76	77	85
URBAN	13	10	14	21	22
ALBERTA					
RURAL	56	56	55	65	68
URBAN	13	3	5	13	15
BRITISH COLUMBIA					
RURAL	60	17	26	28	30
URBAN	20	1	2	6	8

Note : The figures referring to flush toilets and to bath or shower are the percentage of homes without exclusive use of these items. The figures referring to furnaces are for dwellings without hot air, steam or water heating equipment that are heated by stoves, space heater or other means.

Source: Dominion Bureau of Statistics, Cats. No. 93-525 and 93-526, 1961.

TABLE 12

PERCENTAGE OF DWELLINGS WITHOUT SELECTED ITEMS OF HOUSEHOLD EQUIPMENT  
 RURAL AND URBAN FOR CANADA AND CERTAIN PROVINCES AND REGIONS 1968  
 % OF DWELLINGS WITHOUT

Place	Telephone	Television	Gas & Electric Stove	Refrigerator
CANADA				
RURAL	19	10	38	8
URBAN	4	4	6	1
ATLANTIC REGION				
RURAL	31	15	76	20
URBAN	11	4	40	5
QUEBEC				
RURAL	15	4	37	3
URBAN	5	3	5	1
ONTARIO				
RURAL	9	6	17	3
URBAN	3	3	1	1
PRAIRIES				
RURAL	24	14	33	8
URBAN	5	5	3	2
B.C.				
RURAL	19	13	38	6
URBAN	4	5	10	2

Source: Dominion Bureau of Statistics, Special Surveys Division.

TABLE 13

## ALLOTMENT, COMMITMENT AND EXPENDITURE OF FEDERAL ARDA FUNDS, BY PROVINCE

	First Agreement (21 1/2 years up to March 31, 1966		Second Agreement (in effect since April 1, 1965)		Cumulative to July 31, 1966		
	Total Allotment	Total Commitment	Annual Allotment	First-Year Commitment	Second-Year Commitment*	Expenditures	
							(Thousands of dollars)
NFLD.	1,586	1,080	1,379	642	82	1,804	1,079
P.E.I.	1,359	335	716	500	180	1,015	450
N.S.	3,243	883	1,791	2,823	384	4,090	881
N.B.	3,314	753	1,673	485	446	1,684	1,554
P.Q.	10,440	11,859	5,666	2,834	195	14,889	10,269
ONT.	10,993	2,653	5,058	1,692	3,939	8,284	554
MAN.	3,541	4,041	1,829	457	494	4,992	2,633
SASK.	6,346	7,269	2,867	1,660	703	9,632	5,745
ALBERTA	5,553	2,537	2,292	1,690	933	5,160	1,294
B.C.	3,626	2,033	1,730	3,715	500	6,249	1,111
TOTAL	50,000	33,443	25,000	16,498	7,856	57,798	25,570
Federal Projects (1) -	-	1,242	-	1,928	1,470	4,640	4,640
Grand Total -	-	34,685	-	18,427	9,326	62,438	30,210

\*Four months to July 31, 1966.

(1) Projects not allocable to any province. Most of the federally sponsored research is included in the provincial figures.

Note: Costs exclude administration. Figures may not add to totals due to rounding.

Source: Data are based on tabulations received from the Department of Forestry and Rural Development, Ottawa.

TABLE 14

TOTAL, RURAL AND URBAN POPULATIONS FOR CANADAAND THE PROVINCES 1951-56-61-66

	1951	1956	1961	1966
CANADA: TOTAL	14,009,429	16,080,791	18,238,247	20,014,880
RURAL	5,191,792	5,365,936	5,537,857	5,288,121
URBAN	8,817,637	10,714,855	12,700,390	14,726,759
MARITIMES:				
TOTAL	1,618,126	1,763,692	1,897,425	1,974,758
RURAL	864,265	894,586	952,971	917,190
URBAN	753,861	869,106	944,454	1,057,568
NEWFOUNDLAND:				
TOTAL	361,416	415,074	457,853	493,396
RURAL	207,057	229,822	225,833	226,707
URBAN	154,359	185,252	232,020	266,689
P.E.I.: TOTAL	98,429	99,285	104,629	108,535
RURAL	73,744	68,815	70,720	68,788
URBAN	24,685	30,470	33,909	39,747
NOVA SCOTIA:				
TOTAL	642,584	694,717	737,007	756,039
RURAL	287,236	295,623	336,495	317,132
URBAN	355,348	399,094	400,512	438,907
N.B.:				
TOTAL	515,697	554,616	597,936	616,788
RURAL	296,228	300,326	319,923	304,563
URBAN	219,469	254,290	278,013	312,225
QUEBEC:				
TOTAL	4,055,681	4,628,378	5,259,211	5,780,845
RURAL	1,340,340	1,387,540	1,352,807	1,255,731
URBAN	2,715,341	3,240,838	3,906,404	4,525,114
ONTARIO:				
TOTAL	4,597,542	5,404,933	6,236,092	6,960,870
RURAL	1,221,717	1,302,014	1,412,563	1,367,430
URBAN	3,375,825	4,102,919	4,823,529	5,593,440
PRAIRIES:				
TOTAL	2,547,770	2,853,821	3,178,811	3,381,613
RURAL	1,405,222	1,385,411	1,348,702	1,259,831
URBAN	1,142,548	1,459,410	1,830,109	2,121,782
MANITOBA:				
TOTAL	776,541	850,040	921,686	963,066
RURAL	336,961	339,457	332,879	317,018
URBAN	439,580	510,583	588,807	646,048
SASKATCHEWAN:				
TOTAL	831,728	880,665	925,181	955,344
RURAL	579,258	558,662	527,090	487,017
URBAN	252,470	322,003	398,091	468,327
ALBERTA:				
TOTAL	939,501	1,123,116	1,331,944	1,463,203
RURAL	489,003	487,292	488,733	455,796
URBAN	450,498	635,824	843,211	1,007,407
B.C.:				
TOTAL	1,165,210	1,398,464	1,629,082	1,873,674
RURAL	340,466	371,997	447,157	463,181
URBAN	824,744	1,026,467	1,181,925	1,410,493

Source: 1951, 1956, 1961, 1966 D.B.S. Census

TABLE 15  
PROJECTED TOTAL, RURAL AND URBAN POPULATIONS  
FOR CANADA AND THE PROVINCES 1971-76-81

	1971	1976	1981
CANADA: TOTAL	21,904,105	23,835,552	25,783,888
RURAL	5,179,308	5,123,341	5,088,512
URBAN	16,724,797	18,712,211	20,695,375
MARITIMES			
TOTAL	2,072,863	2,178,758	2,287,769
RURAL	908,120	909,067	914,021
URBAN	1,164,743	1,269,691	1,373,748
NEWFOUNDLAND			
TOTAL	533,164	574,517	616,504
RURAL	230,419	235,195	240,397
URBAN	302,745	339,321	376,105
P.E.I.			
TOTAL	112,172	115,708	119,204
RURAL	66,996	65,256	63,537
URBAN	45,176	50,452	55,667
NOVA SCOTIA			
TOTAL	784,464	816,412	849,769
RURAL	312,433	313,233	316,233
URBAN	472,031	503,178	533,535
N.B.			
TOTAL	643,063	674,829	706,625
RURAL	298,272	295,382	293,852
URBAN	344,790	376,738	408,439
QUEBEC			
TOTAL	6,329,189	6,887,550	7,449,917
RURAL	1,193,091	1,143,365	1,098,804
URBAN	5,136,098	5,744,185	6,351,113
ONTARIO			
TOTAL	7,717,147	8,485,236	9,258,050
RURAL	1,369,149	1,388,438	1,414,755
URBAN	6,347,998	7,096,799	7,843,297
PRAIRIES			
TOTAL	3,621,988	3,876,453	4,136,554
RURAL	1,191,164	1,130,074	1,072,014
URBAN	2,430,824	2,746,380	3,064,541
MANITOBA			
TOTAL	1,014,844	1,070,521	1,127,758
RURAL	305,764	296,237	287,401
URBAN	709,080	774,284	840,356
SASKATCHEWAN			
TOTAL	991,028	1,028,783	1,067,366
RURAL	451,607	417,946	384,984
URBAN	539,421	610,837	682,382
ALBERTA			
TOTAL	1,616,116	1,777,149	1,941,430
RURAL	433,793	415,890	399,627
URBAN	1,182,323	1,361,259	1,541,803
B.C.			
TOTAL	2,114,047	2,352,838	2,590,996
RURAL	491,646	524,776	559,772
URBAN	1,622,402	1,828,064	2,031,227

Based on figures in Table 14. For statistical procedure used see Note on page

FIGURE 4

Percentage changes in Rural Farm population and Rural Non-Farm population, Canada 1951-1966 with projections through to 1981.

Derived from data supplied by Dominion Bureau of Statistics.  
See Appendix A, p. 2.  
For statistical procedure used in making projections  
see Appendix A, p. 2

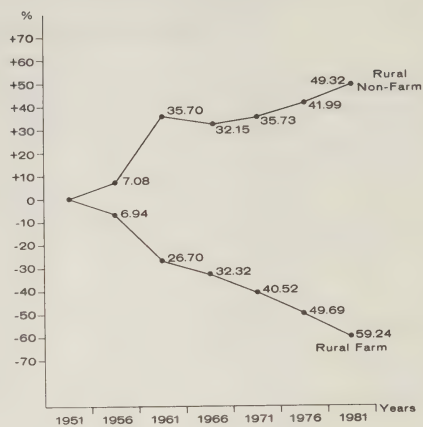


FIGURE 5

Percentage changes in populations of urban centers of 100,000 or over and of urban centers of 30,000 or less. Canada 1951-1966 with projection through 1981.

Derived from data supplied by Dominion Bureau of Statistics  
See Appendix A, p. 2.  
For statistical procedures used in making projections  
See Appendix A, p. 2

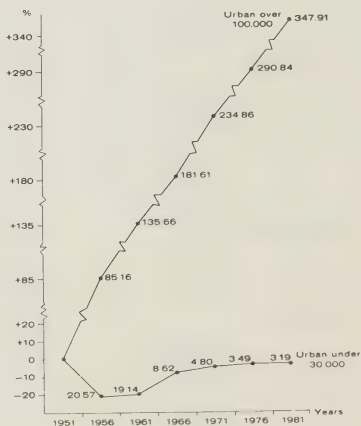


FIGURE 6

Percentage change in distribution of various age groups for rural farm areas, Canada 1951-1966.

Derived from data supplied by Dominion Bureau of Statistics.  
See Appendix A, p. 2

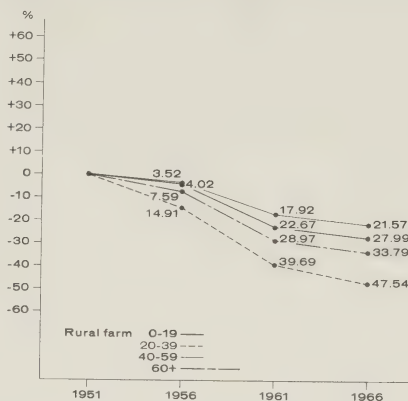
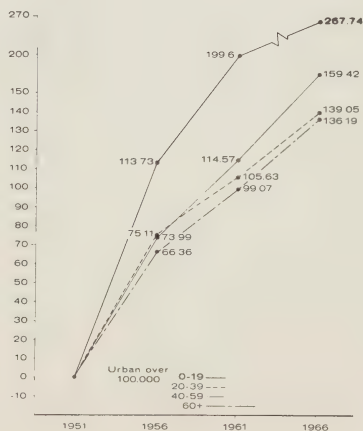


FIGURE 7

Percentage change in distribution of various age groups for urban centers with 100,000 population or more, Canada 1951-1966

Derived from data supplied by Dominion Bureau of Statistics.  
See Appendix A, P2.

















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# TOWARD A DEVELOPMENT STRATEGY FOR CANADA

FOURTH REPORT AND REVIEW

CANADIAN COUNCIL ON RURAL DEVELOPMENT  
OTTAWA 1972





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TOWARD A DEVELOPMENT STRATEGY  
FOR CANADA

FOURTH REPORT AND REVIEW  
CANADIAN COUNCIL ON RURAL DEVELOPMENT  
OTTAWA 1972




The Honourable Jean Marchand, P.C., M.P.,  
Minister of Regional Economic Expansion,  
Ottawa, Ontario.

Dear Mr. Marchand:

I have the honour of submitting to  
you the Fourth Report and Review of the Canadian  
Council on Rural Development.

It is hoped this Report will make a  
significant contribution to the national debate  
on rural development policies.

Yours sincerely,



Marcel Daneau

Ottawa, May 1972.



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## INTRODUCTION

The central function of the Canadian Council on Rural Development is to advise the Minister of Regional Economic Expansion on rural development programming and policy. The Council is also charged in its mandate with two other ancillary functions, namely, to provide a forum for the discussion of rural development issues and to facilitate public understanding of Canada's rural development programme.

Members of the Council are selected by the Minister because of their knowledge and experience of Canadian rural problems. At regular meetings of the Council this knowledge and experience are brought together and through debate and discussion a consensus is reached on specific issues. Members are particularly attentive to ensure that their already considerable understanding of the rural problems is up-dated and objectified, on a continuing basis, by first-hand encounters with rural people in every part of Canada and by consultation, not only with legislators and officials responsible for shaping rural development policies, but with field workers charged with implementation of those policies.

Since the time of its last report, the Council has held meetings in Saskatoon, Saskatchewan; in Truro, Nova Scotia; in Charlottetown, Prince Edward Island; in Edmonton, Alberta; and in St. John's and Fogo Island, Newfoundland.

On each occasion, members have toured the area in which they have met and visited farms, processing plants, ship yards, schools, and other kinds of development projects, particularly those in which DREE is involved, to see for themselves what is being done to develop rural resources. They have talked with farmers and fishermen, and with their wives and their families to get the real "feel" of the problems facing rural Canadians. They have met with and closely questioned, Ministers and Deputy Ministers in the provinces, and with officials at both federal and provincial levels regarding the policies that have been devised and are being devised to help solve those problems.

Apart from its regular meetings, the Council has, on two occasions since the appearance of its last report, provided the setting in which members of knowledgeable and concerned groups have been able to discuss a range of rural development issues.

The first of these occasions was a Conference on Rural and Regional Development Issues which the Council sponsored jointly with the Canadian Economics Association. This conference, hosted by the Government of Manitoba, was held in Winnipeg. Papers on a wide range of development issues were presented by experts from all parts of Canada and from the U.S.A., and in open discussion, analysed and reviewed by the two hundred or so economists, sociologists, public servants, and development personnel who attended.<sup>1</sup>

The second such occasion was a seminar held at the Institut Co-opératif Desjardins at Lévis, Québec. This meeting was arranged by an ad hoc advisory group of members involved in making a special study of local development associations and groups, and was attended by twenty-nine representatives of such participatory bodies from all parts of the country.

The Council places great value on the kind of person-to-person contacts just described, with concerned academics, legislators and officials, with people active in rural development associations at local level, and above all, with farmers and fishermen themselves and with their families. *There can be no substitute for the insights which can be derived from this kind of first-hand investigation.*

At the same time, it must be recognized that the problems facing rural people can often be traced to complex economic and social causes, of which too little is known. For this reason, the Council undertakes a programme of ongoing study and research into rural problems.

*From the visits it has made to rural areas in various parts of Canada, from discussions with farmers and fishermen, and with concerned officials at federal and provincial levels, from organized encounters such as the Winnipeg Conference and the Lévis Seminar, from the research specifically undertaken on its behalf, the thirty or so members of the Council have derived a basis of experience and a range of insights which are submitted as the main substance of this Report and Review.<sup>2</sup>*

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1 The proceedings of this conference will be available shortly.

2 For a listing of CCRD's membership, see page 29.

## CHAPTER I

### RURAL DEVELOPMENT IN THE CONTEXT OF NATIONAL DEVELOPMENT

Although the Canadian Council on Rural Development is overtly charged with responsibilities regarding development in one particular sector of our national life, members have become more and more convinced, as they have examined the problems of development in Canada, that there are considerable difficulties in trying to compartmentalize what is essentially one integral process. It is interesting to note that the CCRD in its Second Report and Review (1968) presented to the Honourable Jean Marchand, then Minister of Forestry and Rural Development, stated:

*"we are led to reject the more restricted meaning of the term 'rural development'. We prefer to speak of 'regional development' which includes both rural and urban districts."*

Acceptance of this kind of thinking by the Department itself was shortly to be signalled by a change of title to Department of Regional Economic Expansion.

The Council has recently been discussing with the Minister the possibility of modifying and clarifying its own mandate to reflect, in the same way, a recognition that rural development cannot be considered usefully in isolation, but only in the context of balanced regional development. *This, in the Council's view, is not a matter of mere words but acceptance of an important point of principle.*

Rural development, for example, cannot be considered in isolation from regional development and regional development involves urban development. Rural and urban sectors are, in fact, intimately interconnected by a network of social and economic relationships.

The complex nature of modern methods of production decrees that development in any one sector or region can only be predicated on development in other sectors or regions; therefore, to try and understand the development of one particular sector or region, or to make plans for such development in vacuo, without adequate consideration being given to related sectors or regions, is not likely to prove effective.<sup>1</sup>

This may seem self-evident enough and yet strategies of urban development are continuously implemented giving only marginal consideration to the effects of such development in the rural hinterland. Plans are made for development in one region while giving insufficient thought to what are likely to be the repercussions of those plans on other regions.

Perhaps, the most damaging kind of compartmentalization of the total development process encountered by the Council has been that which separates economic development from social development. *In the view of the Council, economic development and social development are not only closely and intimately interconnected, but properly regarded, they are in fact two aspects of the same process.*

Again, this may seem self-evident. Nevertheless, as things are, many of Canada's current development programmes take the form of economic intervention which gives little heed to the social dimension. Conversely other development programmes, emphasizing the social aspects, seem put together with only marginal concern for economic realities.

The Council sees the development process as a socio-economic one. This is far more than a mere semantic consideration. For very practical reasons, this realization must be built into all our thinking on development matters from the start, as should be the realization that development in one region or one sector is intimately connected to changes in other regions and sectors. This, of course, does not signify that in particular contexts, academic for example, we cannot talk of economic development as such or social development as such. Nor does it imply that development strategies cannot be put together for particular regions or particular sectors.

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1 It must be stressed that development in the CCRD view does not necessarily signify only positive economic growth. The Council's Brief to the Special Senate Committee on Poverty is explicit: "A properly rounded development plan, as well as assigning equitable and judicious weights to urban and rural development, will complement positive development in growth sectors with planned and co-ordinated phase-out in sectors where potential is diminishing. This implies that relocation programmes and training and retraining programmes must be assigned central importance as integral components of any overall development plan, not tacked on later as peripheral after thoughts." CCRD Brief to the Special Senate Committee on Poverty. (CCRD, Ottawa, 1970) p. 25.

What is important is that full recognition be given to the close relationship between economic and social development and between development programming in one region or sector and other regions and sectors. As a corollary it is important that economists and sociologists and specialists from a host of other disciplines<sup>1</sup> accept the necessity of working in close collaboration in development matters so that their individual perspectives complement each other, and that those responsible for formulating development plans for particular sectors or regions accept the position that such plans should not be considered in isolation from the wider development context.

This recognition by the Council of the essential "unity" of the development process is complemented by a recognition that development in Canada can only take place in a framework determined by large scale and long-term economic forces and social movements which are world wide in their effect.

In the Council's opinion, nothing is more important than that we recognize and understand these factors.<sup>2</sup>

If we fail to do so, we shall not escape their impact but will be left with no option but to react to them passively on an ad hoc basis as and when they impinge upon us.

If, on the other hand, we improve our capacity to understand these strongly determinative underlying factors our response may then take the form of rational and realistic strategies for the attainment of clearly defined goals. *This is, in the Council's submission, an essential aspect of development planning.*

---

1 The CCRD-CEA Conference in Winnipeg was marked by widespread recognition that a rounded view of Canada's rural and regional development problems demanded inputs not only from economists but sociologists, psychologists, ecologists and physical scientists.

2 In point of fact, our understanding of these factors is dangerously limited. Several speakers concerned themselves with this point at the CCRD-CEA Conference in Winnipeg. Dr. Gunther Schramm, for example, contrasted the vast amounts of money we spend on programmes intended to accelerate the development process with our meagre knowledge of the nature of the process itself.

Dr. John Graham (President of the CEA) commented that government seemed to "lack a learning mechanism."

Dr. Zenon Sametz stated that in his view the responsibility for learning from what we do rested jointly on government and the academic community. There was general agreement that effective evaluation of development programming by government was currently the exception rather than the rule and that this deficiency was particularly damaging.

It seems reasonable to envisage a wide family of such development strategies - at the level of individual industries and productive sectors, at the level of the province, possibly at region level where the region is taken as comprising a small grouping of provinces<sup>1</sup>, and, most importantly, at the national level. Because of the essential unity of the development process, these strategies, if they were to be effective, would necessarily be interrelated and reconcileable with each other. A strategy of national development would not be, as it were, an aggregate of concomitant plans, nor would it represent a Procrustean framework to which provincial strategies must conform. *The main point is that both should exist, should be made known, and should relate functionally to each other.*<sup>2</sup>

- 
- 1 It may well be, for example, that in the Prairies and in the Maritimes, the most apt unit be the region comprising a group of provinces rather than the individual province.
  - 2 Council members, in encounters with farm and fisherfolk in various parts of the country, have been particularly struck by the damaging climate of doubt and uncertainty with regard to their future in which many of them live. The psychological security of rural families rests on their ability to make meaningful plans regarding their future. They cannot make these plans if they are uncertain what government intends to do. Hence the importance of development strategies not just being formulated but being made known. This first-hand observation is validated in a recent empiric study of rural families in Ontario undertaken by a Council member, Dr. Helen Abell. See Helen Abell, Rural Families and Their Homes. (School of Urban and Regional Planning, University of Waterloo, 1971).

## CHAPTER II

### THE ROLE OF PUBLIC PARTICIPATION

*In the Council's view, the process by which these rational, future-oriented development strategies are developed and modified is as important as their actual substance. The Council is thoroughly committed to maximizing participation by concerned publics in the formulation and implementation of development strategies or plans likely to affect them.* This principle is regarded as having validity in the context not only of a national development strategy, but in the evolution of related development strategies for individual provinces, for regional groupings of provinces, for municipalities, for rural areas, for sectors, and for particular industries.

Certainly, much has been done in recent years in this direction by government. Canada Agriculture, for example, went to considerable lengths to involve all sectors of agriculture in devising the strategies which were debated at the Agricultural Congress of 1970.<sup>1</sup> Such disparate agencies as the Parks Branch of the Department of Indian Affairs and Northern Development and the Canadian Radio and Television Commission rely heavily on public hearings in formulating policy.

The Department of Regional Economic Expansion, the Secretary of State Department, and several provincial governments deliberately finance local citizens' groups which are intended to articulate the needs and aspirations of particular disadvantaged populations. The continued existence of advisory bodies such as the Economic Council of Canada, the Atlantic Development Council and the Canadian Council on Rural Development is evidence of recognition by government of the need for wider public participation in formulating policy.

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1 The Council's submission to the Congress is obtainable on request from the CCRD Secretariat.

*But there is a need for more than the recognition of a principle.*

In the first place, there is a simple need for more representative participatory bodies. Too many Canadians, many of them disadvantaged, have no such vehicle of participation readily available to them, however much they may wish to participate. There may well be justification for wider government involvement in financing such additional bodies, or, indeed, in widening the membership of existing bodies.<sup>1</sup>

Secondly, government - at all levels - must learn to operate more naturally in what might be called "the participatory mode".

In a survey of around a hundred or so local development associations undertaken by CCRD, a majority of the groups cited as their main problem, lack of government response and "red-tape".<sup>2</sup>

*Government must progressively take on the nature of an open process rather than a closed one. It should operate on the basic assumption that the vast range of information it has put together at public expense is public property, except in rare situations where "confidentiality" can be justified, rather than operating on the converse assumption, as it now tends to, that government information is, by definition, confidential unless expressly designated as suitable for public scrutiny.*

What is envisaged by CCRD in this regard goes much further than a simple one-way flow of information from government to people.

*"Such a policy can only be restricted to telling the people what government has decided to do and what their role is in implementing government decisions.*

*In the CCRD view, this is not enough. A fully adequate policy on information must conceive of communication as a two-way flow between the people and their government, facilitating a proper response of government decision-making processes to popular needs and aspiration on a continuing basis*

*Of course, material and other practical restraints will place limits on this kind of response. The justification of these inevitable short-comings would be another function of government information policy. This, surely, is what is meant by a 'dialogue between government and people'."*<sup>3</sup>

- 1 The CCRD Seminar at Lévis, Québec, as has been mentioned, brought together representatives of twenty-nine local voluntary development associations. Much of what is recommended here regarding the value of local participation in development derives from this meeting. A separate report of this meeting, it is expected, will shortly be issued.
- 2 Results of this survey are available on request from the CCRD Secretariat.
- 3 Brief to the Special Senate Committee on Poverty. (CCRD, Ottawa, 1970) pp. 28-29.

Thirdly, if we are to give meaning to the principle of genuine and positive public participation in the formulation of development strategies and public policies generally, we must establish accepted processes and even institutions whereby this participation can take place.

*This latter point is of particular importance.*

*Participation must go further than the mere submission of written or verbal briefs by individuals or groups to government regarding their views on policy issues. It entails an obligation on the part of government not only to respond, but to justify its response. A bland assurance that the brief will be "taken into consideration" is not enough. And yet, thus far, little consideration has been given, by government to institutionalizing a process by which this obligation can be discharged.*

The experience of the CCRD itself lends support to this contention. The Council is supported both financially and in terms of staff by the Department of Regional Economic Expansion. The Minister and the staff of the Department certainly give consideration to representations by the Council. However, there exists no regularized process by which the Council can obtain "feed-back" from the Minister or the Department as to whether or not or to what degree recommendations made by the Council are to be acted upon.

The Lévis Seminar organized by the Council, attended by representatives of twenty-nine participatory citizens' groups concerned with local and regional development, provided evidence that many of these bodies, operating at grass-roots level, had been, to some extent, alienated by a frequent lack of response from various levels of government.

The problem is apparently one which hampers citizen participation in government at local, regional and national level.

What is more frustrating is that while government certainly gives the impression of being anxious to hear what the people think - financial support of both CCRD and the local groups by government is evidence of this - lack of adequate response is often interpreted as signifying the exact reverse.<sup>1</sup>

If the acceptance by government of an obligation to respond thoughtfully to submissions made to it by representative bodies is one of the ground rules of "participatory democracy" another would be the

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1 Nothing stultifies local initiatives as much as lack of response from government.

An example: At the outset of "the ARDA era" scores of rural ARDA groups sprung up in rural Canada, notably in the Maritimes. Expectations and enthusiasm were high. Apparent lack of interest by government brought disillusionment. The vast majority of these groups have now expired.

establishment of a set of criteria by which could be judged the right of any group making submissions to government to be regarded as a bona fide participatory body. Similarly, firm criteria would have to be evolved to establish eligibility for possible government financing.

This problem received considerable attention at the Lévis Seminar. There was general agreement that the criteria to be applied would, in themselves, be fairly straightforward, concerned with such issues as financial probity and genuine representativeness.

Discussion at the Seminar, in fact, focussed not so much on what the criteria should be but who should apply them. There was general agreement that, in spite of the fact that these criteria were to establish eligibility for government funding, government should not be the sole agency to apply the criteria. Such a situation it was thought would inevitably set a premium on over-ready subservience with government policies. It was considered that government, although it might be involved in establishing the criteria in question, should delegate responsibility for applying them to some politically neutral body, or alternatively to a regulatory committee established by the development associations themselves.

Clearly, the mere assertion by a group that it "speaks for" a much larger group or population is not a sufficient criterion for its submissions, albeit put forward overtly in the name of the larger population, to be assigned any significant role in the process of formulating a development strategy or any other policy.

If participatory groups such as the local development associations are to be "given their say" in framing development policy, what are the implications so far as the role and status of traditional elected representatives at federal, provincial and municipal levels? Is there a danger of diluting or downgrading their importance? Because they have been elected by a majority of the residents in their constituencies, their claim to "speak for" their constituencies is incontrovertible. To the maximum degree possible therefore there should be a direct and intimate involvement of elected representatives in the formulation of any development plan likely to affect the lives of their constituents. This should present no particular problem when the representative is a member of the same party as the government taking prime responsibility for the plan in question. When this is not the case some fairly obvious problems arise. But with goodwill on the part of all involved and recognition of the fact that the success of the plan may depend upon obtaining the widest possible public endorsement, an attempt must be made to find a solution to these problems.

## CHAPTER III

### SOME POSSIBLE CRITICISMS EXAMINED

To recapitulate, the Council is saying that, the development process is indivisible, that although, in some contexts, it may be convenient to talk of economic development and social development and rural development and urban development as if they were independent of each other, in reality they are inextricably inter-connected, as is development in one part of Canada related to development in other parts of Canada.

The Council sees the development of Canada as a whole as taking place within a framework established by long-term factors many of which are largely beyond our control. Some of these factors, such as the threat of exponentially increasing world population and shrinking world supplies of food and other raw materials may not impinge upon us for another ten or twenty years. Some, as for example, the tendency of the major trading nations to form into common markets or customs unions may have more immediate impact. We have before us a relatively simple choice. On the one hand we may choose to react passively to these factors on an ad hoc basis, making whatever accommodation we can with them as and when they impinge on us. On the other hand, we may strive to control them or, where this is not possible, adapt to them by means of rational long-term development strategies intended to maximize the probability of achieving national goals while minimizing the human distress involved in the adaption process.<sup>1</sup>

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<sup>1</sup> In the Council's view, simple maximisation of GNP is totally inadequate as a major national goal. The CCRD's brief to the Canadian Agricultural Congress is clear on this point: "If our thinking is to be limited by boundaries of conventional wisdom, we can only remain confined to the past. We lose our future. It is imperative that we submit to critical scrutiny the assumption that economic growth, per se, must remain our prime national goal. Society, after all, is not a business. We must give consideration to the notion that our national policies - agricultural, rural, urban, industrial - should be aimed not only at increasing private and national income, but at enhancing the quality of life and enriching human experience." CCRD Statement to the Canadian Agricultural Congress, Ottawa, (CCRD, Ottawa, 1970) p. 20.

These strategies applicable to particular provinces, groupings of provinces, and economic sectors, would necessarily relate one to another and also to a co-ordinative and unifying national development plan. In order to maximize the involvement of those concerned by these strategies in their implementation it would be essential to maximize their participation in shaping them.

We recognize however, that several criticisms may be levelled at such a position as this.

It may be asserted, for example, that the interrelated family of development strategies we have proposed in fact would constitute a massive exercise in authoritarian planning. It may also be suggested by some that such an exercise is inherently "anti-business".

Civil servants as it is, run into quite a few problems in seeking to establish guide lines for federal-provincial collaboration. The participatory approach that CCRD recommends, it may be objected, would necessitate consultation with numerous other groups and would certainly render the civil servants' task more complex.

Certainly what we have recommended might be criticised as too "general", or not sufficiently realistic. Let us examine these criticisms one by one.

In the first place, it must be admitted that the word "plan" and "strategy" are to some extent interchangeable, and that possibly because the preparation of national economic plans was adopted first by communist states, the word "planning" does carry, to our Canadian ears, a connotation of authoritarianism. And, indeed, in a situation in which plans are devised solely by government and handed down as "faits accomplis" to the population at large such a charge might be entirely valid. *But it would be an essential characteristic of the plans or strategies proposed by CCRD that those who are to be affected by them participate in their formulation. It is difficult to see how such a procedure could fairly be categorized as authoritarian.*

Nor, is there any reason why the kind of development strategies proposed should be in any way "anti-business". The participatory principle would ensure that private business would have a very important part to play in shaping these strategies. *Indeed, because business operates best and most profitably in situations of relative security and certainty, there is every reason to assume that what is proposed here would be more helpful to the interests of private enterprise than prejudicial.*

It is expected that the evolution of a complex of interrelated regional and sectoral development strategies, involving a high measure of participation by organizations representing all concerned groups, would impose a new range of difficult and demanding tasks upon civil servants of federal and provincial governments. However, Canada is fortunate in the generally high level of her public servants and there is little doubt that they would be equal to the challenge, although there may emerge a need for

some "in-service" training of those public servants unfamiliar with what we have termed "the participatory mode".

Finally, as has been noted, there is no doubt it may be objected that what has thus far been suggested is too general and not sufficiently specific; that it is concerned more with process than with objective policy recommendations. After all the call for more explicit planning, more consultation and more interjurisdictional co-ordination has been heard before. What is needed, it may be said, is not so much a blue-print for the new Jerusalem as some practical tips on "what to do next Monday morning".

A lesson derived from the CCRD-CEA Conference on Rural and Regional Development Policy issues is relevant here. Discussion at the Conference brought out very clearly the difference between the time perspectives of the functionaries charged with implementation of development programmes and the time perspectives of economists. The civil servants not unexpectedly were more concerned with immediate than with long-term problems, tending to characterize this concern as "practical" and "realistic". The more long-term perspective favored by academics was criticized by some civil servants as unhelpfully "idealistic". Conversely, several academics made it clear that, in their view, the civil servants were dangerously over-concerned with the ad hoc. This kind of polarization is regrettable.

*What Canada's development effort is most in need of is continuity - a continuity finding form in strategies reflecting understanding of the deep-seated and long-term factors affecting Canada as a whole. What is most urgent, most pressing at the present time, is that we move with all speed to establish processes through the instrumentality of which we may be able to evolve those strategies.*

This obviously does not mean that in the interim we do nothing. We must do what we can in the short-term to deal with our immediate problems, with the firm mental proviso that this kind of expedient is a holding operation, valid only until we have developed the processes and the capacities to devise the long-term strategies of which we stand in need.

One last likely objection we may take account of, in view of the stress laid by the Council on the value of public participation in the formulation of development plans and strategies, might take the form of simple scepticism regarding the efficacy of such participation.

It is entirely true that the participatory mode of proceeding is, still, for many of those involved in the business of government something of an innovation. Traditionally, the task of preparing programmes of development for particular areas of the country or particular sectors of the economy has been the exclusive task of federal or provincial civil servants. There have been obvious successes. There have also been some obvious failures. Broadly, the record of success has not been so consistent as to rule out the possibility that other methods might not prove more efficient.

*Direct observation by the Council points to the conclusion that where there has been a real input from local people in putting together a development plan it works excellently. Two examples may be cited.*

Census Division 14 in the region of Edson, Alberta, is the site of an imaginative package of interrelated economic and social development programmes funded under ARDA. Discussion with local people has convinced Council members that the success achieved is largely attributable to the high level of citizen participation in formulating and implementing these programmes.

Fogo Island off the coast of Newfoundland is another locality visited by members of the Council where there is ample evidence of citizen participation being a major factor in a programme of social and economic development producing real dividends.

The Council's preference for fuller public participation in the formulation of development strategies is based on two assumptions, deriving from the Council's first-hand experience; firstly, that if the people whom it concerns participate in the shaping of a development strategy they will accept it, get behind it, and do what they can to make it work, and secondly, that public participation will augment rather than dilute the expertise going into that strategy.

This latter point is particularly important. In a developed and educated democracy such as today's Canada, the Civil Service exercises no monopoly of information or wisdom. The universities, the professions, private business, voluntary associations and organizations of all kinds also constitute very considerable repositories of trained intelligence and skill. In the kind of participatory process envisaged by CCRD the task of the Civil Service would be not only to make its own contribution but to orchestrate, as it were, the contributions of other involved groups and agencies.

*A Canadian rural development strategy, as has been emphasized, if it is to be effective, can only be put together as part of a complex of related development strategies and only as a result of full participation by all those who would be affected by it. The related strategies have not, as yet at least, been evolved. Nor do the mechanisms necessary to give effect to the required public participation exist at the present time. Therefore, it is impossible to predict with any precision what form that rural development strategy might take.*

However, we will be moving nearer to formulation of that strategy if we can first define some of the institutional innovations of which we stand in need and some of the questions which we must face.

## CHAPTER IV

### PREREQUISITES FOR A RURAL DEVELOPMENT STRATEGY

#### 1. Some Institutional Needs

The Council sees a rural development strategy as but one component - albeit an essential component - in an overall strategy of national development. For practical reasons, responsibility for definition of this national strategy would necessarily be allocated to one agency at the Federal level. This agency would be concerned not only with generating initiatives of its own but also with co-ordinating the planning activities of other Federal jurisdictions playing a role in social and economic development and of those provincial jurisdictions involved in the same kind of activity.

The Department of Regional Economic Expansion is an agency within the structure of the federal government already engaged in fulfilling such a role. The Department has been charged with a co-ordinative role with regard to the programmes of other federal departments in the area of regional development. Also in the regional development context it has established a working relationship with development agencies in the various provincial governments.

Currently the Department, in conjunction with the provincial governments, is involved in preparing a range of provincial and regional development strategies affecting a large part of Canada.

What is suggested here is that the Department's prime responsibility should go beyond this and should include the formulation of an overall national development strategy. The Department's present attempt to affect the location and direction of growth within the national economy by intervening only in those areas where economic activity is low is not likely

to prove effective. On this basis whatever comparative gains are made in the low activity areas may be nullified by further rounds of autonomous economic growth in high activity areas such as Toronto. If the Department's operations are intended to have impact at the national level, its planning perspective must necessarily become national in scope. Prime responsibility for formulation and implementation of development strategies at the provincial level in the Council's view would be more aptly vested with the provincial governments.

This does not mean that the Department would have no role to play in regard to shaping provincial development strategies.

There is no way of simply aggregating ten provincial development strategies into one national development strategy. In the first place, it would be extremely unlikely that ten provincial strategies could be "reconciled", one with another, to make economic sense without considerable modifications in all of them. Secondly, just as Canada as a nation has interests and involvements which transcend provincial concerns, a national development strategy would necessarily reflect national goals transcending provincial goals. This latter consideration might also indicate modifications in provincial strategies.

Inevitably because of the salience of the federal-provincial issue in Canada there might be some dispute at the federal-provincial interface as what powers and responsibilities would be assigned to the two levels of government.

Several policy areas traditionally federal, nevertheless have differential regional effects. Monetary policy, fiscal policy, tariff policy - even overseas aid policy - can be manipulated to favour one area or another. In such cases as these the Federal role could be expected to continue to be determinative with Provincial governments urging their own interests.

National security and foreign policy would seem, *prima facie*, to be areas more remote from Provincial concern but which nevertheless might be conceived as having "development" effects.

The main point is that with regard to the shaping of provincial development strategies, prime initiative and responsibility is more aptly lodged with the jurisdictional level most closely involved with implementation, i.e., the provincial government. In relation to these provincial strategies the federal department's chief responsibility would be co-ordinative. *The proper central concern of the federal department would be a new one, that is the definition of the overall national development strategy of which we stand in such dire need.*

Currently there are considerable variations between the provinces in their capacity to evolve long-term development strategies. Some provinces for financial reasons have been unable to assemble the required team of planners. In such cases it would be justified for the federal government to provide funding in order to ensure that joint federal-provincial planning of development strategies is a reality.

In the Council's view, the participation of local development associations and other participatory bodies in the joint federal-provincial process of evolving provincial and regional development strategies is of equivalent value as participation by provincial government planners.

Therefore, again, there is justification for support of such bodies by federal funding, when appropriate, dispensed via provincial governments. This financial support would have application at local "grass-roots" level and also in relation to provincial associations of local groups.

As has been noted earlier, the mere existence of these participatory bodies is not enough. If they are to fulfill the important role of which they are capable in formulating development strategies, processes must be established and accepted whereby they are genuinely enabled to do so.

The development planning process we have been discussing is largely an exercise in the selection of options. If it is to be a rational process it can only be entered into on the basis of as complete information as it is possible to obtain regarding just exactly what options are open and what are their full implications - not only in terms of dollar costs, but in terms of amenities and other intangibles. Therefore, it is a clear and inescapable responsibility of federal and provincial governments to make freely available all information they may have which might have application in this context, and, in those cases where crucial information is lacking, when possible, to develop it.

How far are we from the kind of situation we have been recommending?

The answer is that we are very much nearer than many might think.

For example, the present government has, as has been noted, assigned to one Department - Regional Economic Expansion - a central role in development planning. The Department has been charged with a co-ordinative role in relation to other federal departments. It has accepted the notion of joint federal-provincial planning as is evidenced by the joint planning committees established in every province.

The Canada NewStart Programmes set up in various parts of the country, the stress on social development programming in the Special Areas Agreements, demonstrate at least a recognition by the Department of the relation between economic and social development.

The federal government and certain provincial governments have accepted it as a legitimate responsibility to provide citizens' participatory bodies with funding and are providing it, although not, as yet at any rate, on a programme basis.

Acceptance by the federal government of the Report of the Task Force on Information would seem to indicate acceptance of the principle that a free and full flow of information is an essential prerequisite of

participatory democracy. In fact, therefore, the Canadian Council on Rural Development is not calling for any radical change of direction. There is evidence that, in many respects, government has already begun to move in the direction we have indicated. What is needed is that we move with more clarity of purpose and with more speed.

*It is not enough that such principles as those we have been considering be recognized on the level of theory. It is a matter of urgency that these principles be built into government programming in terms of every day practice, and that their impact is felt at the "grass-roots" level.*

## 2. Importance of Adequate Information and Research

One point in the foregoing which merits amplification relates to information.

The effectiveness of any development strategy will depend to a large extent on how complete and how accurate is the body of information upon which it is based.

That is one reason why the Council looks for a much freer flow of information from government to all those involved in the planning process and, indeed, to the public in general. One critically important category of information, in this context, concerns the evaluation of past and continuing programmes of development. Although Canada has expended vast sums over the years on various programmes of economic development, very little has apparently been spent on "learning as we go". If we are to move toward a situation whereby new development policies are framed only after a rational analysis of the success and failures of past policies more funds must be assigned to programme evaluation.

It is important not only that such programme evaluations take place but that their results should be made public. Such an innovation might not be enthusiastically welcomed by those responsible for the programmes. However, in this kind of situation neither administrative convenience nor political expediency can become the prime criteria of decision. If the public is to provide the funds for such programmes, then surely, the public has a right to know how efficiently those funds are being used.

One of the most striking findings brought to light by the Council's visits to various parts of rural Canada over the last year was the very low level of information existing among rural people regarding the programmes of the Department of Regional Economic Expansion. This is particularly so with regard to ARDA. Many rural people are under the quite mistaken impression that ARDA has been phased out altogether. There is ample justification here for a major programme of public education.<sup>1</sup>

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1 The Farm Radio Forum which was discontinued in Canada, in 1964 was a Canadian innovation which has been adapted and adopted in many developing countries in the world. It is ironic that this combination of broadcasting discussion groups and feedback should have been abandoned with rural Canadians who are clearly in need of information regarding the operations of their own government.

But if Canadians are to play the kind of role envisaged for them by the Council in participating in the formulation of development plans affecting them they will need more than information about past and present programmes. They will have to concern themselves with the future.

One of the chief advantages in putting together the development strategies we have been concerned with, is that they permit us to break out of the confining straight-jacket of the ad hoc and the short-term. It is essential therefore, that they should be future-oriented. In order, to prepare them, we need not only the fullest information about our present situation, but the best possible projections we can obtain about the kind of future we shall be dealing with.

It must be emphasized that projections concerning future situations should not be viewed as an exercise in crystal-gazing. Although, obviously, we can never be certain in forecasting future trends, the "state of the art" today permits us nevertheless to make predictions which have a high probability of accuracy. It is of the utmost importance that we improve our Canadian capacity to make intelligent forecasts regarding the kind of world we will be living in, in the next decades. This kind of responsibility may be best discharged by groups and agencies somewhat removed from the operative structure of government such as, for example, the Canadian Council on Rural Development.

*The very worst mistake we could make in this context would be to assume that the next twenty years will be pretty well the same as the last twenty years. We are entering a period during which the world economy and human society will go through unprecedently rapid change. Canada's survival may largely depend on our ability to recognize the forces operating for change, to do what we can to control them, or, to the degree that we have not the capacity to control them, to adapt to them intelligently.*

### 3. Factors Likely to Affect the Future of Rural Canada

Let us examine some of the factors we shall have to consider in framing a rural development policy for the next decades.

In the first place technology will increase the potential productivity per unit of labor dramatically, not only in industry but in agriculture. Of course we are left with the option of availing ourselves of this capability or not. Traditionally, mankind has always done what he has developed the capacity to do. Therefore, there is a strong presumption that, faced with the choice of whether or not to exploit fully the productivity-enhancing potential of technological innovation, we shall accept rather than reject the technology.

A conjectural study undertaken on behalf of CCRD by Mr. Fraser Symington suggests that the apparent tendency of technology to accelerate the process of urbanization derives from the manner in which we have become accustomed to utilizing technology than from the inherent nature of the

technology itself. Exploited differently, Mr. Symington suggests, technology might serve to enhance the viability of rural communities in regions which today are witnessing an outflow of population.

On the other hand, there are indications that after two centuries of dramatic technological development we are, for the first time, at least considering the possibility of rejecting certain innovations. The supersonic jet transport aircraft is the example that comes most readily to mind, although there are others.

What is perhaps most likely is that, although rejecting some specific innovations, particularly very high cost items of dubious economic value and/or possessed of high pollution potential, we shall accept the main stream of productivity-enhancing innovation. Such an acceptance will almost certainly have the effect of cutting the demand for labor involved directly in industry and agriculture. This in turn will, in all likelihood, result in a very considerable drop in average hours worked per week or increasing early retirement and a continuation of the shift to employment to the service occupations. It will also tend to lead to higher rates of unemployment. In a sense these three possibilities are options. The more we go with any one of these options, the less we have to go with the other two. Whichever option we stress may well be a matter of conscious decision of a part of our overall strategy of national development.

It seems inevitable that the enjoyment of income will less and less be assumed to have a direct relationship to "work". The connection between work and income has been regarded, traditionally, in our society as a close one. Only special groups - the young, the old, the disabled - were exempt from the belief that work was a necessary condition for the enjoyment of income. Such a belief however, would become progressively difficult to maintain in a society at the same time capable of providing a high level of material comfort for all its members while only capable of providing full time employment for half or three-quarters of its "work force".

The "stigma" of unemployment would become a thing of the past.<sup>1</sup> Populations might tend to locate more and more where amenities are most desirable rather than in proximity to job opportunities.

How might these factors affect rural Canada? It seems likely that technological innovation will continue to increase productivity per unit of labour in the primary industries which are the present economic underpinnings of life in rural Canada.

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1 For an analysis of the manner in which current and progressively outmoded attitudes to employment and unemployment lead to such wasteful expedients as disguising welfare support programmes as development programmes. See CCRD Brief to the Special Senate Committee on Poverty (CCRD, Ottawa, 1970) pp. 22-24.

Given better job opportunities in the urban setting, this, it can be assumed, in the short term, will result in a continuation of the flow of population from rural areas to the cities. This almost certainly is the reality with which we will be concerned over the next few years.

There are though, several factors which render it unlikely that this trend will continue indefinitely.

It has long been recognized that in economic down-turns the rural-urban flow of population slows down considerably.

In other words many people - not necessarily rural people only - faced with unavoidable unemployment or underemployment prefer residing in a rural rather than an urban setting. As technology permits us, as a nation, to enjoy a continuing, even increasing level of material welfare with a diminishing proportion of the population actively engaged in the work force we can expect the same pattern to become evident.

This counter flow of population from the cities to rural areas might be enhanced by a growing distaste for some of the dysfunctional aspects of urban living - traffic congestion, air pollution, high crime rates and so on.

Another factor which might be assumed to gravitate in the same direction would be our growing ability to move large volumes of information considerable distances almost instantaneously. To live in the rural setting may, in a few years, cease to imply any necessary degree of isolation except in a physical sense.

Of course these predictions might prove to be completely wide of the mark. Our present rather high rates of unemployment may prove to be a temporary aberration not indicative of any long-term trend. New technologies may lead to new industries which will provide sufficient numbers of full time jobs in the cities to absorb not only new entrants to the work force but a continuing flow of rural-to-urban migrants. The same improved technological capacity may enable us at the same time to introduce new means of mass transportation, while at the same time providing us with the means of uncovering the new reserves of non-renewable resources which will be needed to underpin the vastly increased volume of manufacture involved.<sup>1</sup>

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<sup>1</sup> This optimistic set of prognostications finds no support from two recent and highly sophisticated analyses of the direction in which present trends are taking us.

They are The Limits of Growth, produced by the prestigious Club of Rome and Blueprint for Survival prepared by the staff of the Ecologist, a British periodical.

Both predict very firmly that if we continue our commitment to urban industrial growth, exponentially increasing demands of population growth; the productive process on the environment will lead to a complete collapse of human society as we know it early in the next century.

Many of our current social and economic policies would seem to be based on this latter set of assumptions.

In the view of the Council, what is most important is not which set of assumptions are correct, but that the assumptions that Canada does make are based on rational well researched projections utilizing all the expertise that can be mustered, rather than on a bland assumption that "things will carry on much as before". *It is only on the basis of rational projections regarding the future that we can put together the kind of long range development strategies that we should have.*

#### 4. The Immediate Situation

The Council's concern that rural development strategies be conceived as an integral part of a national development plan which assigns due attention to long-term economic and social factors must not be interpreted as signifying any dilution of concern for the here and now problems of rural Canadians.

Council members, while aware of the value most rural Canadians set upon the rural way of life, are also fully acquainted with the dire and pressing immediate problems many of them face.

Research undertaken on the Council's behalf has pointed to the unavoidable conclusion that:

*"Rural people earn less than city people. They have less chance of employment. When employed, they are more likely to be underemployed. Their general level of living is much lower. The health and educational facilities available to them are not of the same standard as those available to urban people. Their housing tends to be older and more crowded and the level of domestic comfort and amenity they enjoy is far lower than it is for urban dwellers."*

Members have also spent much time in discussion with grain farmers on the Prairies, with farmers in the Maritimes, with Indians and Métis, with young people in the West undergoing vocational training, with longliner operators in the Newfoundland out-ports, and with lobster fishermen in Prince Edward Island. These discussions have served to highlight grave disadvantages that many rural Canadians suffer in terms of income, employment opportunities and in social services.

The Council has stressed and continues to stress that any equitable and balanced programme of national or regional development must assign priority to alleviating those disadvantages.

The Council therefore welcomes the efforts being made by the Department of Regional Economic Expansion to combat the immediate problems of rural people. The NewStart programmes intended to upgrade the skills

of socially disadvantaged rural people, the range of programmes undertaken in the Interlake area, the comprehensive FRED plans in Prince Edward Island and the Gaspé area in Quebec, utilizing a range of co-ordinated development techniques, the continuing work of PFRA, the new ARDA agreements signed with all ten provinces - these are steps taken by DREE which as a package serve as evidence of a thrust to improve the lot of rural Canadians. And of course, other jurisdictions also have programmes which have been framed with the same intention in mind.

In spite of these programmes many rural people today are plagued with a sense of insecurity regarding their future. They feel that the kind of programmes referred to are more "window-dressing" than the substance of a real commitment to combat rural problems. Few have heard of NewStart. ARDA, although it may exist on paper, is assumed by most rural people to have been abandoned.

The insecurity we have noted is not solely in regard to their own immediate economic problems, but in regard to the future destinies of their children, in regard to the viability of the communities of which they are a part, in regard to the continuance of the rural way of life as such.<sup>1</sup>

It is for this reason that we have stressed the need for strategies of development affecting the rural sector, which not only serve to remedy immediate distress but also provide a blue-print indicating what part rural people can expect to play in Canada's future.

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<sup>1</sup> This contention has been thoroughly documented. In a recent study by Dr. Helen Abell of the University of Waterloo - based on a survey referred to previously. It was found that 53 per cent of the "continuing" Ontario farm families - that is families who had not changed residence over a period of nine years - said they saw no future for "farm families such as theirs" (See Helen Abell, Ibid).



## SUMMARY, IMPLICATIONS AND RECOMMENDATIONS

Most Canadians today are well aware that their country is currently going through one of the most dramatic and perhaps the most significant periods of crises in its history. Many long accepted institutions, even our political constitutions, are being called into question and subject to urgent re-examination. Basic political and social attitudes are in a state of flux. We are anxiously searching for new national purposes and goals, a new sense of national identity.

At the same time we are seeking to redefine our international position in a world which itself is currently experiencing wide spread unrest. The problems caused by the global revolution of rising expectations, rapidly increasing population and a limited, even diminishing stock of world resources can only lead, in all parts of the world, to growing turbulence and discontent.

Canadians are by no means insulated from these problems.

Rural Canadians, in particular, find themselves going through a period of doubt and uncertainty with regard to the future which, to many is confusing and troublesome.

And yet, in the view of the Council there are grounds for real optimism. Canadians are fortunate in the resources with which their country has been blessed. Not only is Canada richly endowed with a wide variety of natural resources, her people, too, represent a unique store of energy, skill and imagination.

These singular advantages are not, of course, in themselves any guarantee of a golden future. But they do provide us with the opportunity, if we exercise reason and discretion, to build a Canada in which a high level of affluence, equitably distributed, serves to enhance the quality of life for all our citizens - white, black or red, French speaking, English speaking, urban or rural.

The achievement of this society, in the Council's view, is unlikely to be the result of simple unplanned and unco-ordinated economic growth, but rather, the result of rational strategies of development put together with full recognition that economic development is intimately connected with social development, that rural development is intimately connected with urban development and so on.

Development, as the Council regards it, is one single indivisible process.

This last point explains why a Council overtly preoccupied only with rural development has in the present report made recommendations which, might seem to go beyond the purely rural area of concern, as narrowly conceived.

In the Council's view it would not be meaningful or useful to propound a strategy of rural development for one province or one region of Canada which was not connected with similar strategies for other provinces or regions and also to an overall rural development strategy for Canada. Nor would it be meaningful or useful to devise rural development strategy which was not part and parcel of a total national development strategy interconnected closely and organically with component strategies for industrial development, population distribution, urban growth and so on.

If these development strategies are to work well they must be accepted. In the Council's view this does not mean that they should be prepared by civil servants and experts within the structures of government and then sold as a package to the public, but rather, that those whom they will affect must, to the maximum degree practicable, be involved in their formulation and implementation.

This will entail widespread aggregation and articulation of needs and expectations, not only via traditional representation at federal and provincial levels but also through voluntary organizations, associations representing sectoral interests and associations concerned with the development of particular areas. If this kind of exercise is to work, two essential conditions must be met. Firstly, the bodies concerned must be able to deploy adequate internal resources to enable them to play their role. Secondly, there must be, readily available to them, sufficient flows of relevant information and data.

Such a nation-wide effort in articulation will only lead to confusion if varying and conflicting demands and recommendations are not brought together, reconciled and harmonized one with another in the form of national development strategies. This task necessarily must devolve upon government - at both levels. In a Federal state such as Canada, what we should expect therefore to emerge from the process are two kinds of strategies - Provincial and Federal.

In the Council's view, prime responsibility for the shaping of such development strategies is best vested with that level of government closest to the "point of delivery".

That is to say that the prime responsibility for shaping and implementing of provincial development strategies - component or overall - should be assigned to the Provincial governments<sup>1</sup>, and by the same token, prime responsibility for national development strategies should be recognized as belonging to the Federal government.

In the light of the foregoing the Council recommends to the Honourable Jean Marchand, Minister of Regional Economic Expansion, that:

- A. The Minister should exercise his best efforts in urging the several Provinces, either singly or in collaboration with certain other provinces, to accept the responsibility of framing overall strategies of Provincial, - or Regional - development based on particular sectorial strategies.

Responsibility for implementation of this full range of development strategies should be recognized as appertaining to the Provincial governments.

- B. Respecting the formulation of such Provincial Development strategies the Minister should accept the following responsibilities:
  1. To urge strongly that the Provincial governments establish processes whereby, through the instrumentality of municipal governments, voluntary organizations, sectoral associations, local development associations and so on, concerned populations are enabled to play a significant role in the formulation and implementation of such strategies.
  2. Where need exists, to provide funding so that Provincial governments may develop the capacity to evolve development strategies of the type previously mentioned.
  3. Where need exists to provide fundings to enable Provincial governments to give required financial support to municipal governments, voluntary organizations, local development associations and citizens' groups so that they may develop adequate capacity to participate usefully in formulation and implementation of development strategies.
  4. To provide full and adequate flows of relevant information and data including objective evaluation of existing development

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<sup>1</sup> In respect to this responsibility some provinces would surely opt to "go it alone". Others would no doubt prefer to operate within the context of a regional grouping.

programmes, to all groups and agencies involved in the formulation of development strategies and when the need is demonstrated for particular information that is not available to undertake, possibly in collaboration with other Federal agencies, the research required to develop it.

- C. The Minister should also accept as a direct responsibility the formulation of an overall National Development Strategy for Canada. Such a strategy should:
1. Embody as organic components particular strategies dealing with the various sectors of activity.
  2. Assign appropriate emphasis to such aspects as housing, transport, communication, education, population policy, mining, energy policy, northern development, recreation and parks policy.
  3. Reconcile and co-ordinate one with the other, the several Provincial Development Strategies.
  4. Serve to facilitate the co-ordination of the programs of other Federal Departments likely to influence the social and economic development of Canada.
  5. Reflect the fullest practical participation of voluntary organizations and other associations operating at national level.
  6. Serve to achieve national goals and realize national aspirations as expressed through due political process.
  7. Be recognized as subject to continuous modification in the light of changing circumstances, by means of process involving a free flow of relevant information to the public and full participation by the public.

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STUDIES MADE BY  
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- \*\*14. Regional and Rural Development Policies in Canada over the past decade, Gilles Paquet, 1972.  
  
Les politiques de développement rural et régional au Canada durant la dernière décennie, Gilles Paquet, 1972.

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#### *NOTE*

- \*** Studies for public distribution on request

Disponibles sur demande

- \*\*** Publications to come out in 1972

A paraître au cours de 1972





- \*\*15. Local Development Associations - a CCRD Special Study, 1972.
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STUDIES MADE BY  
THE CANADIAN COUNCIL ON RURAL DEVELOPMENT  
ETUDES EFFECTUEES PAR LE  
CONSEIL CANADIEN DE L'AMENAGEMENT RURAL

1. First Report and Review, Queen's Printer, Ottawa, December 1967.
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M. Tom Espie, directeur général  
M. Jean-Paul Plante, directeur général adjoint

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# CONSEIL CANADIEN DE L'AMENAGEMENT RURAL

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Congrès du travail du Canada  
Canadian Labour Congress

BEAUDRY, M. Jean, vice-président exécutif

3. On les besoins existent, fournir les fonds nécessaires qui permettent aux gouvernements provinciaux d'assurer le financement des gouvernements municipaux, des organismes bénévoles, des associations locales de développement et des groupes de citoyens afin qu'ils puissent participer efficacement à l'élaboration et l'exécution des stratégies de développement.
  4. De fournir toute l'information pertinente, incluant une évaluation objective des programmes de développement existants, à tous les groupes et agences impliqués dans la formulation des stratégies de développement. Si la preuve est faite qu'un type de renseignement particulier est nécessaire, mais n'existe pas, qu'on entreprenne, possiblement avec la collaboration d'autres agences fédérales, la recherche nécessaire à la préparation de tels renseignements.
  - C. Le ministre devrait aussi considérer comme sa responsabilité propre de préparer le plus tôt possible une stratégie globale de développement pour le Canada.
- Une telle stratégie devrait :
1. Englober comme éléments organiques des stratégies particulières portant sur les différents secteurs d'activité.
  2. Accorder l'importance qui leur revient à des aspects comme le logement, les transports, les communications, l'éducation, la politique démographique, les mines, la politique énergétique et le développement du Nord, et la politique de récréation et des parcs.
  3. Agencer et coordonner les unes avec les autres les stratégies provinciales de développement.
  4. Faciliter la coordination des programmes relevant d'autres ministères fédéraux appelés à jouer un rôle dans le développement économique et social au Canada.
  5. Être le reflet de la participation la plus entière possible des organismes bénévoles et des autres associations militantes au niveau national.
  6. Contribuer à la réalisation des aspirations et des objectifs nationaux, tels qu'exprimés par le processus politique régulier.
  7. Faire explicitement l'objet de modifications continues à la lumière des circonstances changeantes, au moyen d'un mécanisme qui implique une circulation libre d'information adéquate vers le public et une pleine participation de ce dernier.

Un tel effort d'expression à l'échelle nationale ne saurait qu'entraîner de la confusion, si les requêtes et les recommandations fort diverses et souvent en conflit les unes avec les autres ne sont pas agencées, harmonisées par le mécanisme de stratégies rationnelles de développement. Cette fonction relève nécessairement du gouvernement - aux niveaux fédéral et provincial. Dans un État fédéral comme le Canada, nous devons donc nous attendre à ce que le processus donne naissance à deux sortes de stratégies - et provinciales et fédérales.

D'après le Conseil, la responsabilité première dans l'élaboration de telles stratégies de développement doit revenir au niveau de gouvernement le plus près du "point de livraison". Ceci signifie que la responsabilité première dans l'élaboration et l'exécution des stratégies provinciales de développement - partielles ou totales - doit échoir aux gouvernements provinciaux, et, du même coup, que la mise au point de stratégies nationales soit reconnue comme l'apanage du gouvernement fédéral.

A la lumière de ce qui précède, le Conseil recommande à M. Jean Marchand, ministre de l'Expansion économique régionale, que :

- A. Le ministre déploie les efforts nécessaires pour amener les provinces soit individuellement, soit en coopération avec certaines autres provinces, à accepter la responsabilité de mettre au point des stratégies provinciales - ou régionales - de développement, basées sur des stratégies sectorielles particulières. On devrait reconnaître explicitement que les provinces sont responsables de l'exécution de toute cette gamme de stratégies de développement.
- B. Concernant la formulation de telles stratégies provinciales de développement, le ministre devrait endosser les responsabilités suivantes :

1. Presser fortement les gouvernements provinciaux de mettre en oeuvre un mécanisme qui permette aux populations concernées, par le truchement des gouvernements municipaux, des associations volontaires, des associations sectorielles, des associations locales de développement et les autres de jouer un rôle significatif dans l'élaboration et l'exécution de ces stratégies.

2. Où les besoins existent, de fournir aux gouvernements provinciaux les fonds nécessaires à les rendre aptes à formuler de telles stratégies de développement.

1 Concernant cette responsabilité, il est certain que quelques provinces choisiront de faire "cavalier seul". Par contre, d'autres choisiront sans doute de s'unir ensemble dans un contexte de regroupement régional.

considérable contribuera à améliorer la qualité de la vie pour chacun des citoyens, qu'ils soient Blancs, Noirs ou Rouges, Français ou Anglais, urbains ou ruraux.

Selon le Conseil, nous ne parviendrons vraisemblablement jamais à l'établissement d'une telle société par le simple truchement d'une croissance économique non planifiée et non coordonnée, mais plutôt grâce à l'agencement de stratégies rationnelles de développement qui sont la reconnaissance explicite de l'interdépendance entre le développement économique et le développement social, le développement rural et le développement urbain, etc.

Le Conseil considère le développement comme un processus indivisible.

C'est ce qui explique pourquoi un conseil dévoué uniquement au développement rural formule, dans le présent rapport, des recommandations qui semblent aller bien au-delà de la dimension purement rurale entendue au sens strict.

Le Conseil est d'avis qu'une stratégie de développement rural élaborée pour une province ou une région du pays serait sans signification ni utilité, si elle n'était pas reliée à des stratégies semblables s'appliquant à d'autres provinces ou régions ainsi qu'à une stratégie globale de développement rural pour l'ensemble du Canada.

De même, on ne saurait trouver de signification ou d'utilité à une stratégie de développement rural qui ne s'imbriquerait pas dans une stratégie totale de développement à l'échelle nationale, pour en devenir partie intégrante, étroitement et organiquement reliée aux autres stratégies constitutives traitant du développement industriel, de la distribution de la population, de la croissance urbaine, etc.

Pour que ces stratégies de développement produisent des résultats, elles doivent être acceptées. Selon le Conseil, ceci signifie qu'elles ne doivent pas être élaborées par des fonctionnaires et des experts à l'intérieur de la structure gouvernementale, pour ensuite être présentées au public comme un tout, mais plutôt que ceux qui sont exposés à être les plus touchés par ces plans, participent dans toute la mesure du possible à leur préparation et à leur exécution.

Ce processus permettra de rassembler et d'articuler un large éventail des besoins et des aspirations des gens, par un moyen autre que le canal traditionnel de représentation aux niveaux fédéral et provincial. Ce moyen consiste dans des organisations bénévoles, des associations représentantes des intérêts sectoriels et des associations vouées au développement de zones particulières. Deux conditions s'imposent pour que ce mécanisme donne des résultats. Tout d'abord, les organismes concernés doivent être en mesure de compter sur les ressources internes nécessaires pour qu'ils jouent pleinement leur rôle. Ensuite il faudrait mettre à leur disposition un volume suffisant d'information pertinente et de renseignements statistiques.

## RESUME, IMPLICATIONS ET RECOMMANDATIONS

La plupart des Canadiens réalisent aujourd'hui que leur pays est en voie de traverser une période de crise des plus dramatiques et peut-être la plus significative de son histoire. Un grand nombre de nos institutions qu'on avait l'habitude de prendre pour acquises, même notre Constitution politique, sont remises en question et font l'objet de réexamens pressants. Les attitudes sociales et politiques fondamentales sont en pleine ébullition. Nous cherchons ardemment à nous définir de nouveaux objectifs nationaux, un nouveau sens de l'identité nationale.

Pendant ce temps, nous tentons de redéfinir notre situation internationale dans un monde qui est lui-même constamment soumis à de grands mouvements d'agitation.

Les problèmes découlant de la révolution totale des aspirations grandissantes, de l'accroissement rapide de la population et des réserves limitées et même décroissantes de ressources à travers le monde, ne peuvent conduire qu'à une augmentation du mécontentement et de l'agitation dans toutes les parties du monde.

Les Canadiens ne sont en aucune façon à l'abri de ces problèmes. Plus particulièrement, les Canadiens des régions rurales se retrouvent au milieu d'une période des plus incertaines en ce qui a trait à l'aventir, que plusieurs d'entre eux trouvent d'ailleurs très confus et parsemé d'embûches.

Malgré cela, il existe, aux yeux du Conseil, de bonnes raisons de se montrer optimiste. La nature s'est montrée très généreuse envers le Canada dans l'octroi de ses ressources. Non seulement le Canada bénéficie-t-il d'une grande variété de richesses naturelles, mais sa population elle-même représente un potentiel unique d'énergie, d'habileté et d'imagination.

Ces avantages singuliers ne constituent sans doute pas par eux-mêmes une garantie d'un avenir sans problèmes. Ils nous fournissent toutefois l'occasion, si nous agissons avec sagesse et discernement, d'édifier un Canada dans lequel une distribution équitable d'un volume de richesses

Le Conseil se réjouit des efforts imaginatifs et déterminés déployés par le ministère de l'Expansion économique régionale pour combattre les problèmes immédiats des ruraux. Les programmes de Relance, visant à rehausser les compétences des ruraux défavorisés sur le plan social, les différents programmes entrepris dans la région d'Interlake, les plans d'ensemble FODER dans l'Île-du-Prince-Édouard et la Gaspésie au Québec, le travail continu de l'ARAP et les nouvelles ententes ARDA conclues avec les dix provinces constituent un ensemble de mesures prises par le MEER qui dénotent un effort pour améliorer le sort des Canadiens des régions rurales. Sans oublier, bien entendu, les programmes mis de l'avant dans le même esprit par d'autres administrations publiques.

En dépit de tous ces programmes, bon nombre de ruraux sont encore aujourd'hui en proie à un sentiment d'insécurité quant à leur avenir. Ils ont le sentiment que tous ces programmes que nous venons d'énumérer sont bien plus un trompe-l'œil qu'un engagement formel à lutter contre les problèmes en milieu rural. Très peu d'entre eux connaissent le programme de Relance. Même s'ils savent que le programme ARDA existe sur papier, la plupart des ruraux considèrent qu'il a été abandonné. Cette inquiétude que nous avons notée ne se manifeste pas uniquement en regard de leurs problèmes économiques immédiats mais aussi en regard de l'avenir de leurs enfants, de la viabilité de la communauté dont ils font partie, ainsi que de la survivance même de leur mode de vie rural.<sup>1</sup>

C'est la raison pour laquelle nous avons insisté sur la nécessité de stratégies de développement touchant le secteur rural, qui non seulement contribueront à atténuer la misère immédiate mais fourniront une épure indiquant le rôle que les ruraux peuvent s'attendre de jouer dans l'éducation du Canada de demain.

<sup>1</sup> Cette assertion a été largement corroborée. Dans la récente étude du Dr Helen Abell de l'Université de Waterloo, à laquelle nous avons fait allusion précédemment, il a été démontré que 53 p. 100 des "familles rurales stables d'Ontario" - c'est-à-dire des familles qui n'ont pas changé de résidence au cours des neuf dernières années - n'entrevoyaient aucun avenir pour des "familles agricoles comme les leurs". (Voir Helen Abell, *op. cit.*, p. 62.)

bien documentées, faisant appel à tout le savoir que nous pouvons réunir, plutôt que sur l'hypothèse rassurante que "la situation n'évoluera pas tellement". C'est uniquement en nous fondant sur des extrapolations rationnelles touchant l'avenir que nous pourrions nous en sortir.

#### 4. La situation présente

Le fait que le Conseil désire que les stratégies de développement rural soient conçues comme faisant partie intégrante d'un plan national de développement qui accorde l'attention nécessaire aux facteurs économiques et sociaux à long terme, ne doit pas être interprété comme un délaissement quelconque des problèmes de tous les jours auxquels font face les Canadiens vivant en milieu rural.

Les membres du Conseil, conscients de la valeur accordée par les ruraux du Canada au mode de vie rural, sont aussi pleinement au courant des impressions et des problèmes immédiats et pressants des ruraux des diverses parties du pays.

Les recherches entreprises au nom du Conseil mènent à l'inclusion de la conclusion que :

*Les ruraux gagnent moins cher que les citadins. Ils ont moins de possibilités d'emploi. Lorsqu'ils travaillent, ils sont plus susceptibles d'être sous-employés. Leur niveau général de vie est beaucoup plus faible. Les installations sanitaires et éducatives à leur disposition ne s'inscrivent pas au niveau de celles sur lesquelles les urbains peuvent compter. Leur habitation tend à être plus vieille et plus surpeuplée et le niveau de confort et des commodités domestiques dont ils jouissent est fort inférieur à celui des urbains.*

Les membres du Conseil ont passé beaucoup de temps à recueillir l'opinion des producteurs de céréales des Prairies, des agriculteurs des Maritimes, des Indiens et des Métis, des jeunes de l'Ouest en formation et des pêcheurs de homard de l'Île-du-Prince-Édouard. Ces entrepreneurs ont servi à mettre en lumière le fait que plusieurs ruraux du Canada sont gravement défavorisés sur le plan des revenus, des possibilités d'emploi et des services sociaux. Comme le Conseil l'a maintes fois fait ressortir et continue de le faire, tout programme impartial et équilibré de développement national et régional doit accorder la priorité à l'atténuation de ces désavantages.

Deux récentes analyses très fouillées sur l'évolution des tendances actuelles viennent jeter un froid sur cet ensemble de pronostics optimistes. Il s'agit de The Limits of Growth du prestigieux Club of Rome et de Blueprint for Survival de l'Ecologist, un périodique anglais. Les deux études prédisent sans ambages que si nous persistons dans notre engagement en faveur d'une croissance industrielle urbaine, l'augmentation du rythme exponentiel des demandes de la population croissante et du mécanisme de production sur l'environnement qui en découle, mènera à un écroulement total de la société humaine, telle que nous la connaissons, au début du siècle prochain. Bon nombre de nos politiques sociales et économiques actuelles semblent être fondées sur ces dernières suppositions.

Aux yeux du Conseil, le plus important n'est pas de savoir quel ensemble d'hypothèses est exact mais de s'assurer que les hypothèses que nous formons réellement sont fondées sur des extrapolations rationnelles

Ces prédictions peuvent, bien sûr, se révéler complètement erronées. Il se peut que nos taux actuels de chômage relativement élevés soient une aberration passagère n'indiquant aucune tendance à long terme. De nouvelles innovations techniques peuvent entraîner l'implantation de nouvelles industries qui procureront suffisamment d'emplois à plein temps dans les villes pour absorber non seulement les nouveaux venus sur le marché du travail mais le flot continu de migrants en provenance des campagnes. Ces mêmes progrès techniques nous permettront peut-être en même temps de mettre à profit de nouveaux moyens de transport public et de nouvelles méthodes de lutte contre la pollution de l'environnement, tout en nous donnant les moyens de découvrir de nouvelles réserves de ressources non renouvelables pour soutenir le volume largement accru de fabrication qui s'y rattache nécessairement.

Notre capacité toujours plus grande d'acheminer presque instantanément de grandes quantités d'information sur des distances considérables constitue un autre facteur qui, nous présumons, pourrait jouer en faveur du même courant. Dans quelques années, vivre dans un milieu rural pourra cesser d'être nécessairement associé à une certaine forme d'isolement, si ce n'est au sens physique.

Ce mouvement inverse de population des villes vers les régions rurales pourrait être accentué par une aversion sans cesse croissante à l'égard de certains aspects non fonctionnels de la vie urbaine - circulation intense, pollution de l'air, taux élevés de criminalité - et ainsi de suite.

gê nous permet, en tant que nation, de jouir d'un niveau continu sinon croissant de bien-être matériel avec une proportion toujours plus restreinte de population oeuvrant activement sur le marché du travail, nous pouvons nous attendre à ce que le même mode de comportement devienne évident. préfèrent demeurer à la campagne plutôt qu'à la ville. Comme la technologie nous permet, en tant que nation, de jouir d'un niveau continu sinon croissant de bien-être matériel avec une proportion toujours plus restreinte de population oeuvrant activement sur le marché du travail, nous pouvons nous attendre à ce que le même mode de comportement devienne évident.



Une chose est sans doute fort probable: tout en rejetant certaines innovations précises, notamment des réalisations très coûteuses et d'une valeur économique douteuse ou génératrices d'éventuelles de fortes sources de pollution, nous suivrons le courant principal de l'innovation synonyme de plus grande productivité. Il est à peu près certain que cette situation aura pour effet de réduire la demande de main-d'oeuvre travaillant directement dans l'industrie et l'agriculture, qui se traduira fort probablement à son tour par une baisse considérable du nombre moyen d'heures de travail par semaine ou un accroissement du nombre de retraites anti-

D'un autre côté, après deux siècles de développement technologique marqué, certaines réactions laissent deviner que, pour la première fois, nous envisageons du moins la possibilité de rejeter certaines innovations. L'avion de transport supersonique est l'exemple qui d'emblée nous vient à l'esprit, mais il y en a d'autres.

D'après une étude conjecturale entreprise pour le compte du CGAR par M. Fraser Symington, le fait pour la technologie de sembler accéder le processus d'urbanisation dépend davantage de la manière avec laquelle nous sommes habitués à utiliser la technologie que de la nature même de cette dernière. Selon M. Symington, la technologie pourrait, si elle était exploitée de façon différente, favoriser la viabilité des localités rurales dans des régions où l'on assiste aujourd'hui à une migration de la population.

Tout d'abord, la technologie favorisera un énorme accroissement des possibilités de production par unité de travail, non seulement dans l'industrie mais aussi dans l'agriculture. Bien entendu, nous aurons alors le choix de miser ou non sur ces possibilités. Traditionnellement, le genre humain a toujours réalisé les potentialités qu'il avait développées. Nous pouvons donc fortement présumer que, face à la possibilité d'exploiter pleinement le potentiel d'accroissement de la productivité engendré par le progrès technique, nous accepterons la technologie au lieu de la rejeter.

Examinons maintenant certains des facteurs dont nous devons tenir compte au moment de structurer une politique de développement rural pour les prochaines décennies.

### 3. Les facteurs qui influenceront vraisemblablement l'avenir du Canada rural

La pire faute que nous pourrions commettre dans ce texte serait de présumer que les vingt prochaines années seront à peu de choses près identiques aux vingt dernières. Nous entrons dans une période au cours de laquelle l'économie mondiale et la société humaine évolueront avec une rapidité sans précédent. La survie du Canada risque de dépendre dans une grande mesure de notre aptitude à reconnaître les forces s'exerçant en faveur du changement, à faire tout en notre pouvoir pour les contrôler ou, dans la mesure où nous ne pouvons pas les contrôler, à nous y adapter de façon intelligente.

L'émission radiophonique "Farm Radio Forum", dont la diffusion a cessé au Canada en 1964, était une innovation que plusieurs pays en voie de développement ont adoptée et adaptée. Il est paradoxal que les bureaux du Canada se soient fait retirer des ondes cette émission de discussion en groupes et de participation, alors qu'ils ont un pressant besoin d'information concernant les activités de leur propre gouvernement.

Nous tenons à souligner que les projections touchant les conditions futures ne doivent pas être interprétées comme un recours à la divination par la boule de cristal. Bien que de toute évidence nous ne puissions jamais être sûrs dans nos prévisions des tendances ultérieures, la technique actuelle nous permet toutefois de faire des prédictions dont l'exactitude atteint un haut degré de probabilité. Il est de la plus haute importance que le Canada améliore sa capacité de formuler des prévisions intelligentes sur le genre de société au sein de laquelle nous vivons au cours des prochaines décennies. Les groupes et organismes les mieux en mesure de s'acquitter de cette responsabilité sont ceux qui, comme le Conseil canadien de l'aménagement rural par exemple, sont quelque peu à l'écart de la structure fonctionnelle du gouvernement.

Si la population canadienne doit remplir le rôle que lui entrevoit le Conseil concernant la participation à l'élaboration des plans de développement susceptibles de l'affecter, il lui faudra, non seulement compter sur une information adéquate au sujet des programmes passés et présents, mais surtout se préoccuper sérieusement des problèmes à venir. Un des principaux avantages de la réunion des stratégies de développement qui nous préoccupent est de nous permettre de nous libérer de la camisole de force que constituent les mesures improvisées et à court terme. Ces stratégies devraient essentiellement être orientées vers l'avenir. Aussi avons-nous besoin, pour les élaborer, non seulement de l'information la plus complète sur notre situation actuelle, mais aussi de meilleures extrapolations qu'il nous soit possible d'obtenir quant au genre d'avenir qui nous est réservé.

Une des constatations les plus frappantes que le Conseil ait faites au cours de ses visites dans diverses parties rurales du Canada pendant la dernière année, a été le peu d'information que les gens avaient au sujet des programmes du ministère de l'Expansion économique régionale. Ceci est particulièrement vrai en ce qui concerne le programme ARDA. Plusieurs personnes rencontrées étaient sous l'impression, évidemment fausse, que le programme ARDA avait été complètement abandonné. De telles situations justifiaient amplement la mise sur pied d'un programme d'éducation populaire de grande envergure.

Les principaux critères de décision dans cette matière soient le confort administratif ou l'opportunisme politique. Comme c'est la population qui pourvoit au financement de tels programmes, elle a certes le droit de savoir dans quelle mesure ces sommes sont dépensées efficacement.

Il est important que, non seulement l'évaluation de ces programmes se fasse, mais également que les résultats en soient rendus publics. Il se peut qu'une telle proposition ne soulève pas l'enthousiasme des agents

des programmes. du passé, il faudra consentir des fonds plus considérables à l'évaluation élaborées à la lumière d'une analyse rationnelle des succès et des échecs vers une situation où les nouvelles politiques de développement seront dépensé très peu pour "apprendre en cours de route". Si on veut se diriger bles à des programmes de développement économique, il semble qu'on ait fait que le Canada, au cours des années, ait consacré des sommes considérables à des programmes de développement économique, il semble qu'on ait représenté un secteur d'information extrêmement important. En dépit du égard, l'évaluation des programmes de développement passés et présents au mécanisme de planification, et partant, le public en général. A cet beaucoup plus libre entre le gouvernement et tous ceux qui s'intéressent Voilà pourquoi le Conseil envisage un courant d'information

Plus le volume d'information sur lequel toute stratégie de développement s'appuie est complet et adéquat, plus cette stratégie est efficace.

Un des points mentionnés précédemment mérite, à notre avis, d'être explicité davantage. Il s'agit de l'information.

## 2. Importance d'une information et d'une recherche adéquates

Il ne suffit pas d'adhérer théoriquement à des principes tels que ceux que nous venons de discuter; il faut de toute urgence les ancrer dans le mécanisme quotidien de programmation gouvernementale et en faire sentir les effets à la base.

En recevant le rapport du groupe de travail sur l'information, le gouvernement fédéral a semblé signifier son adhésion au principe voulant qu'un courant libre et complet de l'information soit une condition préalable essentielle à la démocratie. Le Conseil canadien de l'aménagement rural ne prône donc pas de changement radical d'orientation. Il est évident qu'à de nombreux égards, le gouvernement a déjà commencé à se diriger dans la direction que nous avons indiquée. Il nous faut donc maintenant presser davantage le pas et clarifier nos intentions.

Les ont admis qu'il était légitimement de leur responsabilité d'accorder des fonds à des organismes de participation composés de citoyens, et sont même effectivement passés aux actes bien que, jusqu'à maintenant, cette pratique ne soit pas devenue un programme établi.

Le gouvernement fédéral et certaines administrations provinciales

Les programmes Relance du Canada mis en oeuvre dans diverses parties du pays, l'accent mis sur les programmes de développement social dans les ententes sur les zones spéciales, démontrent au moins que le ministère établit un lien entre le développement économique et le développement social.

A l'heure actuelle, l'attitude des provinces à concevoir des stratégies de développement à long terme varie considérablement. Pour des raisons financières, certaines provinces n'ont pu réunir l'équipe de planification nécessaire. Dans de tels cas, le gouvernement fédéral serait justifié de fournir des fonds afin de s'assurer que la planification conjointe fédérale-provinciale des stratégies de développement devienne réalité. Aux yeux du Conseil, la valeur de la participation des associations locales de développement et autres organismes du genre à l'élaboration conjointe des stratégies de développement provincial et régional équivaut à celle des planificateurs provinciaux. Par conséquent, le gouvernement fédéral serait une fois de plus justifié d'appuyer financièrement ces organismes par l'intermédiaire d'une répartition équilibrée assurée par les gouvernements provinciaux. Cet appui financier s'adresserait aux organismes locaux "à la base" et toucherait également les associations provinciales de groupes locaux.

Comme nous l'avons indiqué auparavant, le simple fait d'exister ne suffit pas pour ces organismes de participation; pour remplir le rôle important qu'ils sont capables de jouer dans l'élaboration des stratégies de développement, il faut que des mécanismes soient mis au point et acceptés. Le mécanisme de planification du développement dont nous avons parlé est, dans une large mesure, un exercice relatif au choix des options. Pour être rationnel, ce mécanisme ne peut être abordé qu'à la lumière d'une information aussi complète que possible, afin de savoir exactement quelles options peuvent s'offrir et quelles en sont tous les effets, non seulement en termes de dépenses mais aussi en matière de commodités et autres impondérables. Par conséquent, il est de toute évidence et indéniablement du ressort du gouvernement fédéral et des administrations provinciales de mettre gratuitement à la disposition du public tous les renseignements qu'ils possèdent et qui pourraient être d'une certaine valeur dans ce contexte et, dans les cas où on manque vraiment d'information valable, d'en produire dans la mesure du possible.

Avons-nous beaucoup de chemin à parcourir pour en arriver à la situation que nous préconisons depuis le début du présent rapport? Beaucoup moins en réalité que bon nombre d'entre nous pourraient l'imaginer.

Comme nous l'avons souligné au passage, le gouvernement actuel a confié à un ministre, celui de l'Expansion économique régionale, un rôle central au chapitre de la planification du développement. Le ministre assume un rôle de coordonnateur en rapport avec les autres ministères fédéraux. Il a reconnu la notion de planification fédérale-provinciale commune, comme le prouve la formation de comités conjoints de planification dans chacune des provinces.

foyers de croissance et l'orientation de cette dernière au sein de l'économie nationale, au moyen d'intervention se situant uniquement au niveau des régions économiquement attardées, ne semblent pas devoir porter les fruits attendus. À cet égard, on peut dire que quels que soient les gains relatifs enregistrés dans les régions défavorisées, ils peuvent être annulés par le taux de croissance autonome qui affecte l'économie des régions prospères comme Toronto. Si le ministère entend donner à ses activités une portée nationale, il doit nécessairement doter son approche de planification d'une envergure nationale. Selon le Conseil, on devrait reconnaître aux gouvernements provinciaux la primauté dans l'élaboration et l'exécution de stratégies de développement à l'échelle provinciale.

Ceci ne signifie nullement que le MBBR n'aurait aucun rôle à jouer dans la formulation des stratégies provinciales de développement.

Il n'existe aucun moyen d'intégrer dix stratégies de développement provincial dans une stratégie nationale. Tout d'abord il apparaît très peu probable que l'on puisse procéder à un "agencement" de dix stratégies provinciales qui ait une valeur économique réelle sans avoir à modifier profondément chacune d'elles. En deuxième lieu, de la même manière que le Canada, comme nation, a des intérêts et des responsabilités qui transcendent les préoccupations provinciales, une stratégie nationale de développement reflèterait nécessairement les objectifs nationaux transcendants aux objectifs provinciaux. Ce dernier point signifie que l'on pourrait avoir à modifier les stratégies provinciales.

À cause du climat tendu qui entoure la question des relations fédérales-provinciales au Canada, il est inévitable que des désaccords surgiront lorsque viendra le temps de répartir les pouvoirs et responsabilités entre ces deux niveaux de gouvernement.

Même si plusieurs champs de juridiction ont été traditionnellement sous le contrôle du fédéral, leurs répercussions au niveau régional peuvent être fort différentes d'une région à l'autre. Les politiques monétaires, fiscales, tarifaires - et même l'aide extérieure - peuvent être manipulées au bénéfice de l'une ou de l'autre des régions canadiennes. Dans de tels cas, on doit s'attendre à ce que le rôle du fédéral continue d'être déterminant, pendant que les provinces défendront leurs propres intérêts.

La sécurité du pays de même que la politique extérieure apparaissent à première vue comme des secteurs plus lointains des préoccupations provinciales, bien qu'ils puissent avoir certains "effets de développement".

L'aspect important toutefois est qu'en ce qui concerne la formulation des stratégies de développement provinciales, la responsabilité première devrait revenir au niveau de gouvernement le plus étroitement associé à l'exécution de ces plans, i.e., les gouvernements provinciaux. Le principal rôle du ministère fédéral, face à ces stratégies provinciales, en serait un de coordination. La préoccupation première du ministère fédéral serait alors - ce qui est nouveau - de définir une stratégie de développement nationale, dont nous avons un impératif besoin.

## CHAPITRE IV

### CONDITIONS PREALABLES A UNE STRATEGIE DE DEVELOPPEMENT RURAL

#### 1. Quelques besoins d'ordre institutionnel

Le Conseil considère qu'une stratégie de développement rural n'est qu'un élément - un élément essentiel - d'une stratégie d'ensemble de développement national. Pour des raisons d'ordre pratique, la responsabilité de définir cette stratégie nationale incomberait nécessairement à un organisme du niveau fédéral, qui veillerait non seulement à lancer des initiatives de son propre chef, mais aussi à coordonner les activités (en matière de planification) d'autres services fédéraux jouant un rôle dans le développement social et économique de même que des pouvoirs provinciaux oeuvrant dans le même domaine.

Au sein de la structure du gouvernement fédéral, le ministère de l'Expansion économique régionale est un organisme qui a déjà commencé à remplir ce rôle. Ce ministère s'occupe de coordonner les programmes d'autres ministères fédéraux en matière de développement régional. Toujours dans le contexte du développement régional, ce même ministère a également établi des relations de travail avec les organismes de développement des divers gouvernements provinciaux.

Présentement, en collaboration avec les provinces, le ministère s'occupe de toute une gamme de stratégies de développement régional touchant une grande partie du Canada.

Ce qui est suggéré ici, c'est que la responsabilité première du MBR devrait aller au-delà de ce qui est énoncé plus haut, et inclure l'élaboration d'une stratégie nationale de développement. Les efforts présentement déployés par le ministère dans le but d'influencer la localisation des



Leur possibilité pour qu'elle produise des résultats; deuxièmement, la participation publique augmentera au lieu de diluer les connaissances techniques s'inscrivant dans le cadre de la stratégie.

Ce dernier point est d'une importance particulière. Dans une démocratie évoluée et articulée comme celle du Canada d'aujourd'hui, la fonction publique n'exerce aucun monopole de l'information ou du savoir-faire. Les universités, les professions, les entreprises privées, les associations et organisations bénévoles de toutes sortes offrent un répertoire considérable d'intellectuels et de spécialistes chevronnés. Dans le cadre du mécanisme de participation envisagé par le GCAR, la tâche de la fonction publique consisterait non seulement à apporter sa propre contribution, mais d'orchestrer en quelque sorte les divers apports des groupes et organismes intéressés.

Comme nous l'avons déjà souligné, une stratégie de développement rural à l'échelle du pays ne sera efficace que dans la mesure où elle sera élaborée en tant que partie d'un ensemble de stratégies de développement interdépendantes, et qu'elle touchera. Les stratégies interdépendantes n'ont pas encore, du moins jusqu'à maintenant, été élaborées. Il en est de même des mécanismes qui amèneront la participation publique nécessaire à donner sa pleine mesure. Il est par conséquent impossible de prédire avec tant soit peu de précision la forme que pourrait prendre la stratégie de développement rural. Cependant, nous ferons un pas vers l'élaboration de cette stratégie si nous résumons d'abord à définir certaines des innovations institutionnelles dont nous avons besoin et certains des problèmes auxquels nous devons faire face.

et qui touchent l'ensemble du pays. Pour répondre au besoin le plus urgent et le plus pressant du moment, nous devons le plus rapidement possible établir des mécanismes grâce auxquels nous serons en mesure de modifier au besoin ces stratégies.

Ce qui, certes, ne signifie pas qu'entre-temps nous devons nous croiser les bras. Nous devons faire tout ce qui est en notre pouvoir à court terme pour résoudre nos problèmes immédiats, tout en demeurant fermement convaincus que ce genre d'expédient n'est qu'une mesure temporaire, valable jusqu'au moment où nous aurons mis au point les mécanismes et les moyens de concevoir des stratégies à long terme qui nous font toujours défaut.

Étant donné l'accent mis par le Conseil sur la valeur de la participation publique dans l'élaboration des stratégies et des plans de développement, on pourrait, en dernier lieu, faire preuve d'un certain scepticisme au sujet de l'efficacité d'une telle participation.

On doit admettre d'emblée que la notion de participation est encore, pour plusieurs opérant en milieu gouvernemental, quelque chose qui s'apparente à une innovation. Traditionnellement, la tâche de préparer des programmes de développement pour des régions données ou des secteurs particuliers de l'économie, relevait exclusivement des fonctionnaires fédéraux ou provinciaux. À ce chapitre, si on compte des réussites évidentes, on note également des échecs tout aussi retentissants. De façon générale, le dossier des succès n'est pas éloquent au point de rejeter l'hypothèse que d'autres méthodes pourraient se révéler plus efficaces.

Les observations faites par le Conseil l'amènent à conclure que là où il y a eu un apport véritable des gens d'une région à l'éducation d'un plan de développement, les résultats ont été excellents. Qu'il suffise d'en citer deux exemples.

La division de recensement n° 14, dans la région d'Edson en Alberta, est le théâtre d'un ensemble innovateur de programmes de développement social et économique étroitement reliés entre eux et mis sur pied dans le cadre de l'ARDA. Des discussions avec les gens de la région ont convaincu les membres du Conseil que le succès obtenu est en grande partie attribuable à la participation poussée des citoyens à l'élaboration et à la mise en oeuvre de ces programmes.

L'île Fogo, au large des côtes de Terre-Neuve, est un autre endroit que les membres du Conseil ont visité et où il est nettement évident que, grâce à la participation des citoyens, un programme de développement social et économique rapporte vraiment des dividendes.

La préférence du Conseil pour une plus grande participation de la population à l'élaboration des stratégies de développement repose sur deux hypothèses découlant des expériences pratiques du Conseil: premièrement, si les gens participent à la conception d'une stratégie de développement, ils l'accepteront, l'appuieront et feront tout en

Or, une des caractéristiques essentielles des plans ou stratégies proposés par le CCAR serait de faire participer à leur élaboration les gens qui seront touchés par leur réalisation. On peut difficilement concevoir comment en toute justice, une telle méthode pourrait être qualifiée d'autocratique.

Nous ne voyons pas non plus pour quelle raison on pourrait qualifier d'"anti-entreprise" le genre de stratégies de développement que nous proposons. Suivant le principe de la participation, l'entreprise privée aurait un rôle très important à jouer dans la structuration de ces stratégies. En vérité, étant donné que les entreprises fonctionnent mieux dans des conditions de sécurité et de certitude relatives, nous avons toutes les raisons de croire que nos propositions seraient plus utiles que nuisibles aux intérêts de l'entreprise privée.

Il est à prévoir que l'évolution d'un ensemble interdépendant de stratégies sectorielles et régionales de développement, faisant largement appel à la participation d'organismes représentant tous les groupes intéressés, imposerait un nouvel éventail de tâches difficiles et exigeantes aux fonctionnaires fédéraux et provinciaux. Fort heureusement, le Canada compte dans ses rangs nombre de fonctionnaires hautement qualifiés qui, il n'y a pas l'ombre d'un doute, sauraient relever ce défi, bien que puisse surgir le besoin d'un certain entraînement en cours de travail pour les fonctionnaires non familiers avec ce que nous avons appelé le "jeu de la participation".

Enfin, comme nous l'avons déjà mentionné, on peut à coup sûr prétendre que nos propositions sont jusqu'à maintenant trop générales et manquant de précision, et que nous nous intéressons davantage aux recommandations touchant des mécanismes qu'à celles mettant l'accent sur des politiques objectives. Après tout, ce n'est pas la première fois qu'on demande une planification plus articulée, davantage de consultation et une meilleure coordination entre les divers pouvoirs. Ce dont nous avons besoin n'est pas tellement une épure pour la nouvelle Jérusalem comme des indications pratiques sur "le travail à faire demain même".

La Conférence CCAR-ACE sur les politiques de développement rural et régional a fait nettement ressortir la différence qui existe entre les perspectives envisagées par les fonctionnaires responsables de la mise en oeuvre des programmes de développement et celles des économistes. Les fonctionnaires, comme on s'y attendait, se préoccupent davantage des problèmes et réaliste de leur façon de voir. Les perspectives à plus long terme proposées par les théoriciens sont, de leur côté, plusieurs théoriciens estiment que les fonctionnaires s'attachent beaucoup trop à l'immédiat, attitude qui selon eux, présente certains dangers. Ce genre de polarisation est regrettable.

Ce qui manque le plus à l'effort de développement du Canada, c'est la continuité, une continuité qui trouve sa forme dans des stratégies réfléchissant la compréhension des facteurs à long terme, profondément enracinés

Mémoire du CCAR au Congrès de l'Agriculture canadienne (CCAR, Ottawa 1970, p. 21-22).

1 (suite de la page précédente)

"Si notre pensée se circonscrit aux limites de la sagesse classique, nous nous confinerons forcément au passé. C'est notre avenir que nous perdons. De l'avis du Conseil, il est impérieux d'examiner d'un oeil critique le postulat que la croissance économique doit demeurer en elle-même notre grand objectif national. La société après tout, n'est pas une entreprise commerciale. Nous devons penser que nos politiques nationales - agricole, rurale, urbaine, industrielle - doivent viser non seulement à accroître le revenu privé et national, mais aussi à relever la qualité de la vie et à enrichir l'expérience humaine."

En premier lieu, on doit admettre que les termes "plan" et "stratégie" sont jusqu'à un certain point interchangeables et, étant donné que la préparation de plans économiques nationaux ait d'abord été adoptée par des pays communistes, il se peut que le mot "planification" comporte une connotation d'autoritarisme. Il va de soi que lorsque des plans sont conçus uniquement par le gouvernement et présentés au grand public comme des faits accomplis, une telle accusation peut être pleinement justifiée.

On pourrait certes reprocher à nos recommandations d'être trop "générales" ou de manquer de réalisme. Examinons plutôt ces critiques les unes après les autres.

Dans l'état actuel des choses, les fonctionnaires qui tentent d'établir les principes directeurs de la collaboration fédérale-provinciale se heurtent à une multitude de problèmes. On peut objecter que le mode de participation préconisé par le CCAR nécessiterait la consultation de nombreux autres groupes et rendrait évidemment la tâche des fonctionnaires plus complexe.

Ainsi, on peut laisser entendre que l'ensemble interdépendant de stratégies de développement que nous avons proposé se traduirait en fait par un recours marqué à la planification autoritaire, recours qui pourrait constituer un exercice fonctionnellement "anti-entreprise", selon certains.

Nous reconnaissons toutefois qu'une telle position est susceptible de prêter le flanc à de nombreuses critiques.

Ces stratégies portant sur des provinces particulières, sur des groupements de provinces ou sur des secteurs d'activités économiques, devront nécessairement s'imbriquer l'une dans l'autre et se rattacher à un plan de développement national au moyen duquel s'effectueront la coordination et l'unification de ces stratégies particulières. Pour que la réalisation de ces stratégies implique au maximum les populations concernées, il serait essentiel de s'assurer de leur plus entière participation durant la phase de l'élaboration.

## CHAPITRE III

### REVUE DE CERTAINES CRITIQUES EVENTUELLES

En résumé, le Conseil affirme que le mécanisme de développement est indivisible et que, même si dans certains contextes, il est préférable de parler de développement rural et de développement urbain comme si ces notions étaient indépendantes les unes des autres, elles sont en réalité inextricablement reliées, tout comme le développement dans une partie du Canada est relié au développement dans d'autres parties du pays.

Le Conseil considère le développement du Canada comme un tout devant s'inscrire dans un cadre délimité par des facteurs à long terme dont plusieurs sont en grande partie indépendants de notre volonté. Certains de ces facteurs, tels que la croissance de la population mondiale à un rythme exponentiel et la diminution des réserves mondiales de denrées et d'autres matières premières, peuvent ne pas nous affecter avant encore dix ou vingt ans. Par contre, d'autres, comme par exemple, la tendance à la formation de marchés communs ou d'unions tarifaires chez les principales nations commerciales sont susceptibles de créer un impact plus immédiat. Nous sommes confrontés par un choix relativement simple. D'une part, réagir passivement devant ces facteurs au fur et à mesure de leur apparition, quitte ensuite à en tirer parti dans la mesure de nos moyens lorsqu'ils surviennent. D'autre part, les maîtriser ou, le cas échéant, s'y adapter par le biais de stratégies rationnelles de développement à long terme visant à mettre de notre côté toutes les chances possibles d'atteindre les buts que nous sommes fixés à l'échelle nationale, tout en réduisant au minimum la détresse humaine associée au processus d'adaptation.<sup>1</sup>

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<sup>1</sup> Selon le Conseil, la simple maximisation du PNB constitue un objectif national très peu valable. Le Mémoire du GCAR au Congrès de l'Agriculture canadienne est explicite sur ce point: (*suite à la page suivante*)



Leur mise en application, à un organisme libre de toute attache politique ou, le cas échéant, à un comité de réglementation constitué par les associations de développement elles-mêmes.

Il est clair que le simple fait pour un groupe d'affirmer qu'il "parle au nom" d'une collectivité beaucoup plus importante ou de la population, n'est pas un critère suffisant pour qu'un rôle important soit dévolu public, dans le mécanisme d'élaboration d'une stratégie de développement ou de toute autre politique.

Si des groupes de participation tels que les associations locales de développement sont pour "avoir leur mot à dire" dans la formulation des représentants du peuple élus aux niveaux fédéral, provincial et municipal ou réduite? Étant donné qu'ils ont été élus par la majorité des habitants de leur circonscription, leur droit de "parler au nom" de leur circonscription est incontestable.

On devrait, dans toute la mesure du possible, associer intimement les représentants élus d'une région à l'élaboration d'un plan de développement dont les effets affecteront vraisemblablement la vie de leurs

électeurs. Si le représentant est de la même allégeance politique que celle du gouvernement responsable de la réalisation du plan, cette association ne présente aucune difficulté particulière. On peut cependant entrevoir assez facilement les problèmes qui surgiront dans un cas où les bannières politiques du gouvernement et du député d'une région seront différentes. Mais avec de la bonne volonté de part et d'autre, et la reconnaissance du fait que le succès du plan peut dépendre largement du degré d'assentiment accordé par la population, on devrait tenter de trouver une solution à ces problèmes.

Le Colloque de Lévis, organisé par le Conseil et auquel prennent part vingt-neuf représentants de divers groupes de participation intéressés au développement local et régional, a démontré que plusieurs de ces organismes, oeuvrant à la base, étaient jusqu'à un certain point désabusés par une absence fréquente de réponse de la part des divers paliers de gouvernement.

Il s'agit apparemment d'un problème qui empêche le citoyen de participer à l'administration locale, régionale et nationale.

L'aspect le plus frustrant de cette situation tient au paradoxe suivant: alors que le gouvernement apparaît certes désireux de connaître l'opinion des gens - l'aide financière accordée par l'État tant au CCAR qu'aux groupes locaux en est une preuve - l'absence de réponse appropriée donne souvent lieu à une interprétation tout à fait contraire.

Si, d'une part, l'acceptation par le gouvernement de l'obligation de répondre attentivement aux propositions qui lui sont faites par des organismes représentatifs constitue une des règles fondamentales de la "démocratie active", une autre de ces règles serait l'établissement d'un ensemble de critères permettant de juger du droit de tout groupe qui présente des demandes au gouvernement d'être considéré comme un organisme de participation authentique. Parallèlement, des critères sûrs visant à établir l'admissibilité au financement éventuel par le gouvernement devraient être élaborés.

Ce problème a soulevé beaucoup d'intérêt au Colloque de Lévis. L'assemblée s'est ralliée à l'idée que les critères à appliquer devraient être suffisamment clairs et précis et porter sur des questions telles que la probité dans l'administration des fonds et une représentation authentique.

Ce n'est pas tant la nature même des critères que les responsabilités de leur application qui ont été le point convergent de la discussion. De façon générale, on s'est accordé à dire qu'en dépit du fait que ces critères établiraient l'admissibilité aux fonds publics, le gouvernement ne devrait pas être le seul organisme à les mettre en pratique. Selon les participants, une telle situation attacherait inévitablement une certaine forme de récompense à une approbation servile des politiques du gouvernement. On estime que même si le gouvernement devait participer à l'établissement des critères en question, il devrait déléguer son autorité, en ce qui touche

1 Il n'y a rien comme l'absence de réponse de la part du gouvernement pour anéantir les initiatives locales.

Un exemple: Au début de "l'époque ARDA", un grand nombre de groupements ruraux ARDA ont surgi au Canada rural particulièrement dans les Maritimes. Les aspirations et l'enthousiasme étaient élevés. L'absence manifeste d'intérêt de la part du gouvernement y a substitué le désenchantement. Depuis lors, la majeure partie de ces groupements ont disparu.

A cet égard, ce que le CCA envisage va bien au-delà d'un simple courant à sens unique de l'information, en l'occurrence du gouvernement à la population.

"Une telle politique ne peut que se limiter à dire aux gens ce que le gouvernement a décidé et quel est leur rôle dans la réalisation de ces décisions.

De l'avis du Conseil, cela ne suffit pas. Une politique d'information vraiment adéquate doit envisager la communication comme un courant à double sens entre la population et le gouvernement, courant qui permet au processus de décision du gouvernement de bien répondre constamment aux besoins et aux aspirations des gens. Certes, des restrictions matérielles et autres d'ordre pratique imposent des limitations à cette réponse. La justification de ces inevitables carences devrait constituer une autre fonction de la politique d'information du gouvernement. Voilà à coup sûr ce que signifie le "dialogue entre le gouvernement et la population."

Troisièmement, si nous voulons donner un sens au principe de la participation authentique et féconde du public à l'élaboration des stratégies de développement et des politiques générales touchant la population, nous devons établir des mécanismes reconnus et même des institutions grâce auxquelles cette participation peut se concrétiser.

Ce dernier point est d'une importance toute particulière.

La participation doit aller plus loin que la simple présentation au gouvernement de mémorables écrits ou verbaux par des particuliers ou des groupes énonçant leurs points de vue sur des questions de politiques. De la part du gouvernement elle implique non seulement l'obligation de donner des réponses mais de les justifier. L'assurance d'une même "sua pectus en considération" ne suffit certes pas. Pourtant, jusqu'à maintenant, le gouvernement s'est très peu soucie d'institutionnaliser un mécanisme pouvant lui permettre de s'acquitter de cette obligation.

L'expérience du CCA vient appuyer cette affirmation. Sur le plan des finances et des effectifs, le Conseil reçoit l'appui du ministère de l'Expansion économique régionale. Le ministre et le personnel du ministère prêtent attention aux recommandations du Conseil, mais il n'existe cependant aucun mécanisme officiel permettant au Conseil de savoir si ou non et dans quelle mesure le ministre ou le ministère donne suite à ses recommandations.

régions défavorisées. L'existence d'organismes consultatifs tels que le Conseil économique du Canada, le Conseil de développement de la région de l'Atlantique et le Conseil canadien de l'aménagement rural prouve que le gouvernement reconnaît toujours la nécessité d'une plus grande participation du public à l'établissement des politiques.

*Mais la reconnaissance d'un principe ne suffit pas.*

Il faudrait tout simplement, en premier lieu, un plus grand nombre d'organismes de participation représentatifs. Beaucoup trop de Canadiens, bon nombre d'entre eux défavorisés, ne peuvent d'emblée se rallier à un organisme de ce genre, peu importe leur désir de participation. Le gouvernement serait amplement justifié de participer davantage au financement de nouveaux organismes de cette nature, ou encore en ouvrant plus grandes les portes des organismes existants.<sup>1</sup>

Deuxièmement, le gouvernement, à tous les paliers, doit apprendre à entrer plus naturellement dans ce qu'on pourrait appeler le jeu de la participation.

Une étude menée auprès de quelques cent associations locales de développement par le CCAR a révélé que le principal problème mentionné par la majorité d'entre elles est l'absence de réponse de la part du gouvernement, bon nombre d'entre eux défavorisés, ne peuvent d'emblée se rallier à un organisme de ce genre, peu importe leur désir de participation. Les énormes quantités de renseignements réunis aux fins de la population sont propriété publique, sauf en de rares occasions où le "caractère confidentiel" des documents peut être justifié, au lieu d'adopter l'attitude contraire, comme il tend présentement à le faire, et croire que l'information gouvernementale est, par définition, confidentielle à moins d'être explicitement désignée comme pouvant être soumise à l'examen de la population.

<sup>1</sup> Comme on l'a déjà mentionné, le Colloque du CCAR à Lévis (Québec) a réuni vingt-neuf représentants d'associations bénévoles de développement oeuvrant au palier local. Bon nombre des recommandations du présent rapport touchant la valeur de la participation locale au développement tirent leur origine de cette réunion. On prévoit qu'un compte rendu distinct de cette réunion sera publié sous peu.

<sup>2</sup> Les résultats de cette étude peuvent être obtenus sur demande au secrétariat du CCAR.

## LE RÔLE DE LA PARTICIPATION PUBLIQUE

### CHAPITRE II

Selon le Conseil, le mécanisme devant servir à élaborer et modifier ces stratégies nationales de développement tournées vers l'avenir est aussi important que la subsistance même de ces dernières. Le Conseil s'est profondément engagé à obtenir une participation maximale des populations intéressées à l'élaboration et l'exécution des stratégies ou des plans de développement susceptibles de les toucher. La validité de ce principe vaut non seulement dans le contexte d'une stratégie nationale de développement, mais également dans l'évolution des stratégies de développement connexes pour des provinces particulières, des groupements régionaux de provinces, des municipalités, des régions rurales, des secteurs et des industries données.

Il est indubitable que le gouvernement a fait des progrès marqués en ce sens au cours des dernières années. Agriculture Canada, par exemple, a consacré beaucoup de temps à intéresser tous les secteurs de l'agriculture à la mise au point des stratégies qui furent débattues au Congrès de l'Agriculture canadienne de 1970.<sup>1</sup>

Des organismes aussi disparates que la Direction des parcs du ministère des Affaires indiennes et du Nord canadien et la Commission canadienne de la radio et de la télévision s'appuient fortement sur les témoignages publics au moment de formuler leur politique. Le ministère de l'Expansion économique régionale, le Secrétariat d'État et plusieurs gouvernements provinciaux financent délibérément des groupes locaux de citoyens qui visent à faire connaître les besoins et les aspirations de certaines

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<sup>1</sup> Le Mémoire présenté par le Conseil à ce Congrès est disponible sur demande au secrétariat.

Si nous ne réussissons pas dans ce domaine, nous n'échapperons pas aux répétitions et nous n'aurons d'autre choix que de réagir passivement devant ces dernières au fur et à mesure de leur émergence inopinée.

Si, d'autre part, nous pouvons mieux comprendre ces facteurs sous-jacents dont le rôle déterminant est très marqué, notre réponse pourra se traduire par des stratégies rationnelles et réalistes visant à atteindre des objectifs nettement définis. Voilà, de l'avis du Conseil, un aspect essentiel de la planification du développement.

Il apparaît raisonnable d'envisager un éventail de stratégies de développement de ce genre au niveau d'industries et de secteurs de production donnés (à l'échelle de la province) de la région, quand celle-ci est constituée d'un regroupement d'un petit nombre de provinces<sup>1</sup> et, plus important encore, à l'échelle nationale. Étant donné "l'unité" essentielle du mécanisme de développement, ces stratégies doivent nécessairement être reliées entre elles et compatibles les unes avec les autres si on veut qu'elles soient efficaces. Une stratégie de développement national ne serait en quelque sorte ni un ensemble de plans concomitants ni un cadre très rigide auquel les stratégies provinciales doivent s'adapter. Le point principal est le suivant: ces deux types de stratégies devaient exister, être connues et, devaient sur le plan fonctionnel, se rapporter les unes aux autres.<sup>2</sup>

1 Il se pourrait très bien, en ce qui concerne les Prairies et les Maritimes par exemple, que l'unité la plus appropriée soit une région comprenant un groupe de provinces plutôt que les provinces considérées chacune isolément

2 Lors de leurs rencontres avec les cultivateurs et les pêcheurs des diverses parties du pays, les membres du Conseil ont été particulièrement frappés par le climat de doute et d'incertitude face à l'avenir dans lequel vivent ces ruraux et qui assombrit la vie de bon nombre d'entre eux. La sécurité psychologique des familles rurales repose sur leur aptitude à ébaucher des plans valables pour leur avenir, ce qu'elles ne peuvent faire si des incertitudes subsistent quant aux intentions du gouvernement. D'où l'importance non seulement d'élaborer des stratégies de développement mais aussi de les faire connaître.

Cette observation est amplement confirmée par une récente étude empirique sur les familles rurales en Ontario réalisée par un membre du Conseil, le Dr Helen Abel. Voir: Helen Abel Rural Families and their Homes (School of Urban and Regional Planning, University of Waterloo, 1971).

ancrée dès le départ dans toutes nos idées sur les questions de développement, comme devrait l'être celle voulant que le développement dans une région ou un secteur soit intimement lié aux changements survenant dans d'autres régions ou secteurs. Ce qui, bien entendu, ne signifie pas que dans des contextes particuliers, lors des discussions académiques par exemple, on ne pourra pas parler de développement économique comme tel ou de développement social comme tel. Ce qui n'implique pas non plus que nous ne puissions réunir des stratégies de développement en faveur de régions données ou de secteurs particuliers.

Il importe avant tout de reconnaître pleinement l'interdépendance étroite qui existe entre le développement économique et le développement social, de même qu'entre la programmation du développement dans une région ou un secteur et celle d'autres régions et secteurs. Il s'ensuit comme corollaire, que les économistes, les sociologues et les spécialistes d'une foule d'autres disciplines<sup>1</sup> doivent se plier à la nécessité de travailler en étroite collaboration dans les questions de développement afin que leurs perspectives particulières en ce domaine se complètent les unes les autres, et enfin, que les concepteurs de plans de développement pour des régions ou des secteurs précis adoptent l'attitude que de tels plans ne devraient pas faire abstraction d'un contexte de développement plus vaste.

Le Conseil reconnaît d'autant mieux "l'unité" essentielle du mécanisme de développement qu'au Canada, le développement ne peut que s'inscrire dans un cadre déterminé par des forces économiques à grande échelle et à long terme et par des mouvements sociaux dont les effets se font sentir à l'échelle mondiale.

De l'avis du Conseil, rien n'est plus important que la reconnaissance et la compréhension de ces facteurs.<sup>2</sup>

A la Conférence CCAR-ACE de Winnipeg, on s'est largement rallié à l'option qu'un aperçu réaliste des problèmes de développement régional et rural du Canada exigeait l'apport non seulement des économistes mais aussi des sociologues, psychologues, écologistes et des spécialistes des sciences physiques.

En réalité, notre compréhension est dangereusement limitée. Plusieurs conférenciers se sont préoccupés de ce point à la Conférence CCAR-ACE de Winnipeg. Gunther Schramm a établi des comparaisons entre les énormes montants d'argent investis dans des programmes destinés à accélérer le mécanisme de développement et les infimes connaissances que nous possédons sur la nature du mécanisme lui-même. M. John Graham (alors président de l'ACE) a déclaré qu'il semble y avoir absence d'un mécanisme d'apprentissage au sein du gouvernement. Quant à M. Zenon Sametz, il estime que l'apprentissage fondé sur nos actions incombe à la fois au gouvernement et au milieu universitaire. De façon générale, on s'accordait à dire que présentement, l'évaluation réelle des programmes de développement par le gouvernement constituait l'exception plutôt que la règle et que cette lacune était particulièrement dommageable.

urbain. Les secteurs rural et urbain sont de fait intimement liés par un ensemble de rapports économiques et sociaux.

La nature complexe des méthodes modernes de production sous-entend que le développement dans tout secteur ou toute région doit nécessairement s'appuyer sur le développement d'autres secteurs ou régions; par conséquent, essayer de saisir le développement d'un secteur ou d'une région en particulier ou encore d'établir des plans de développement en vase clos, sans se soucier véritablement des secteurs ou des régions connexes, risque fort de se traduire par une action inefficace.<sup>1</sup>

Tout cela peut sembler assez évident en soi. Pourtant, nous continuons de mettre en oeuvre des stratégies de développement urbain tout en n'accordant qu'une infime attention aux répercussions d'un tel développement dans l'arrière-pays rural. Nous dressons des plans pour le développement d'une région sans toutefois nous préoccuper assez des répercussions qu'ils sont susceptibles de provoquer ailleurs.

La forme la plus dommageable de compartimentage du mécanisme global de développement que le Conseil a rencontrée est sans doute celle qui isole le développement économique du développement social. Aux yeux du Conseil, le développement économique et le développement social sont non seulement étroitement et intimement liés mais, dans leur acception même, ils constituent en réalité deux aspects du même mécanisme.

La encore, cela peut paraître évident en soi. Cependant, dans l'état actuel des choses, nombreux sont nos programmes canadiens de développement qui prennent la forme d'interventions économiques peu soucieuses de la dimension sociale. A l'inverse, on assiste à un regroupement d'autres programmes de développement qui, mettant l'accent sur l'aspect social, laissent très peu de place aux réalités économiques.

Pour le Conseil, le mécanisme de développement doit être socio-économique. Et il ne s'agit pas d'une considération purement sémantique, loin de là. Pour des raisons d'ordre très pratique, cette notion doit être

1 Il faut souligner que le développement, d'après le CCAR, ne signifie pas nécessairement et uniquement une croissance économique réelle. A cet égard, le Mémoire présenté par le Conseil au Comité spécial du Sénat sur la pauvreté est explicite: "En plus de faire une part équitable et judicieuse au développement urbain et rural, un plan de développement bien étoffé sait allier au développement positif des secteurs de croissance une sortie de population planifiée et coordonnée dans les secteurs dont le potentiel est en déclin. Cela implique qu'il faut accorder aux programmes de déplacement ainsi que de formation et de recyclage une importance centrale dans les éléments constitutifs d'un plan de développement d'ensemble, au lieu de les y ajouter plus tard comme si on se ravisait après coup." Mémoire présenté par le CCAR au Comité spécial du Sénat sur la pauvreté (CCAR, Ottawa 1970, p. 24).

## CHAPITRE I

### LE DEVELOPPEMENT RURAL DANS LE CONTEXTE DU DEVELOPPEMENT NATIONAL

Bien que les responsabilités du Conseil canadien de l'aménagement rural ne ressortent manifestement que du développement dans un secteur particulier de notre vie nationale, ses membres sont de plus en plus convaincus, à mesure qu'ils étudient les problèmes de développement au Canada, que le fait d'essayer de comparer de façon systématique un processus intégral pose des difficultés considérables. Il est intéressant de noter que déjà, dans son deuxième Rapport et Exposé (1968) présenté à M. Jean Marchand, alors ministre des Forêts et du Développement rural, le CGAR déclarait :

"Nous sommes ainsi conduits à écarter l'expression 'aménagement rural' considérée au sens restrictif du terme. Il faut parler plutôt d'aménagement régional, qui implique à la fois les milieux rural et urbain."

Peu de temps après, le ministre souscrivait à cette façon de penser en changeant de nom et en optant pour l'appellation ministère de l'Expansion économique régionale.

Récemment, le Conseil a discuté avec le ministre de la possibilité de modifier et de clarifier son mandat afin que, sur la foi du même principe, on reconnaisse que le développement rural ne peut être traité avec succès isolément, mais uniquement dans le cadre d'un développement régional équilibré. Selon le Conseil, il ne s'agit pas là d'une pure question de sémantique, mais bien de l'acceptation d'un important principe.

On ne peut, par exemple, considérer le développement rural indépendamment du développement régional qui, à son tour, touche au développement

paliers fédéral et provincial, et les ont soumis à un barrage de questions touchant les politiques qui ont été élaborées ou sont en voie de l'être en vue de tenter de résoudre ces problèmes.

Outre ses réunions régulières, le Conseil a, en deux occasions depuis la parution de son dernier rapport, organisé des rencontres où des membres de groupes bien informés et intéressés ont pu discuter d'une gamme de sujets touchant l'aménagement rural.

La première de ces rencontres fut une conférence sur les questions de développement régional et rural organisée conjointement par le Conseil et par l'Association canadienne d'économique et accueillie par le gouvernement du Manitoba à Winnipeg. Des experts de tous les coins du Canada et des États-Unis ont présenté divers documents portant sur des questions de développement qui ont ensuite été débattues, analysées et étudiées par les quelque cent économistes, sociologues, fonctionnaires et agents de développement présents.<sup>1</sup>

En deuxième lieu, on note un colloque tenu à l'Institut coopératif Desjardins de Lévis (Québec). Cette rencontre fut organisée par un groupe de travail du Conseil intéressé à mener une étude spéciale sur les organismes et associations de développement au plan local; 29 représentants de ces organismes de participation sont venus de toutes les parties du pays pour prendre part à ces échanges de vues.

Le Conseil accorde une grande valeur au genre de contacts personnels décrits ci-dessus, contacts avec les universitaires, les législateurs et les fonctionnaires intéressés, ainsi qu'avec les membres d'associations locales s'intéressant activement au développement rural et, par-dessus tout, avec les cultivateurs, les pêcheurs et leurs familles. Rien ne peut remplacer la profondeur des renseignements obtenus à partir de ce genre de sondage à pied d'oeuvre.

On doit également reconnaître que les problèmes auxquels font face les habitants des régions rurales sont liés à des causes sociales et économiques complexes dont l'origine et l'ampleur sont trop peu connues. Pour cette raison, le Conseil mène un programme permanent d'études et de recherches sur les problèmes ruraux.

Des visites qu'ils ont faites dans les diverses régions du Canada rural, des discussions qu'ils ont eues avec des cultivateurs, des pêcheurs et des hauts fonctionnaires fédéraux et provinciaux, des trucs qui ont été organisés, soit la Conférence de Winnipeg et le colloque de Lévis et enfin, des recherches qui ont été expressément entreprises pour le compte du Conseil, les quelque trente membres du Conseil ont nettié à la fois de l'expérience et une multitude de renseignements qui constituent la matière principale du présent Rapport et Exposé.<sup>2</sup>

<sup>1</sup> Le compte rendu des délibérations de cette conférence sera mis à la disposition du public sous peu.

<sup>2</sup> Voir la liste des membres du CCAR à la page 33.

## INTRODUCTION

La fonction principale du Conseil canadien de l'aménagement rural est de conseiller le ministre de l'Éxpansion économique en matière de programmation et de politique d'aménagement rural. Dans le cadre de son mandat, deux autres fonctions auxiliaires échouent au Conseil, soit servir de lieu de rencontre pour les discussions portant sur les questions de développement rural, soit renseigner la population sur l'ensemble du programme d'aménagement rural du Canada.

Le ministre choisit les membres du Conseil sur la foi de leurs connaissances et de leur expérience des problèmes ruraux au Canada. Lors des réunions régulières du Conseil, ces personnes mettent leurs connaissances et leur expérience en commun et, par le biais de débats et de discussions, en arrivent à un consensus sur des questions précises. Ils s'emploient tout particulièrement à mettre continuellement à jour leurs connaissances déjà étendues des problèmes ruraux et à les marquer au coin de l'objectivité, en rencontrant d'abord les ruraux de toutes les régions du Canada et en consultant non seulement les législateurs et les fonctionnaires chargés d'élaborer les politiques de développement rural, mais aussi les gens sur place, chargés de la mise en oeuvre de ces politiques.

Depuis son dernier rapport, le Conseil a tenu des réunions à Saskatoon (Saskatchewan), Truro (Nouvelle-Écosse), Charlottetown (Île-du-Prince-Édouard), Edmonton (Alberta), Saint-Jean et l'Île Fogo (Terre-Neuve).

À chaque occasion, les membres du Conseil ont parcouru la région visitant fermes, usines de transformation, chantiers de construction navale, écoles et autres genres d'installations, en particulier celles auxquelles le MEER accorde une aide financière, afin de se rendre compte par eux-mêmes des initiatives prises au titre de la mise en valeur des ressources rurales. Ils se sont entretenus avec les cultivateurs et les pêcheurs, de même qu'avec leurs épouses et leurs familles, afin de plonger au coeur même des problèmes que rencontrent les Canadiens vivant en milieu rural. Ils ont rencontré ministres et sous-ministres des provinces, ainsi que les fonctionnaires aux



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L'honorable Jean Marchand, C.P., député,  
Ministre de l'Expansion économique  
régionale,  
Ottawa, Ontario.

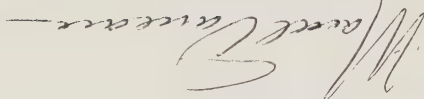
Monsieur le ministre,

J'ai l'honneur de vous soumettre le  
Quatrième rapport et exposé du Conseil canadien  
de l'aménagement rural.

Nous espérons que ce Rapport apportera  
une contribution marquante au débat national sur  
les politiques du développement rural.

Je vous prie d'agréer, monsieur le  
ministre, l'expression de ma haute considération.

Le président,

  
Marcel Daneau

Ottawa, mai 1972



VERS UNE STRATÉGIE  
DE DÉVELOPPEMENT  
POUR LE CANADA

QUATRIÈME RAPPORT ET EXPOSÉ  
CONSEIL CANADIEN DE L'AMÉNAGEMENT RURAL  
OTTAWA 1972



# VERS UNE STRATÉGIE DE DÉVELOPPEMENT POUR LE CANADA

QUATRIÈME RAPPORT ET EXPOSÉ

CONSEIL CANADIEN DE L'AMÉNAGEMENT RURAL  
OTTAWA 1972



# COMMITMENT TO RURAL CANADA

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CANADIAN COUNCIL ON  
RURAL DEVELOPMENT  
OTTAWA 1973





COMMITMENT TO RURAL CANADA

FIFTH REPORT AND REVIEW

CANADIAN COUNCIL ON RURAL DEVELOPMENT

DECEMBER 1973



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## INTRODUCTION

Since the late 1950's, Canadians have witnessed an increasing governmental concern and involvement in the socio-economic development of the country, with a view to guiding and dispersing economic growth and its benefits to people all across the country.

Despite this increasing governmental concern and intervention at all levels, what is singularly lacking is a commitment to rural redevelopment and the revitalization of the socio-economic structure of rural Canada. Development policies and programs continue to be generally urban-oriented, and development decisions continue to be based, by and large, on the traditional assumption that economic growth through the application of advanced technology and large-scale enterprise would create new and gainful employment for all Canadians. The benefits of development would then be equitably distributed through the entire population - rural and urban.

A careful scrutiny of the Canadian development scene during the last decade will clearly show that these assumptions have proven incorrect. The benefits of growth have remained beyond the reach of many Canadians, particularly those who have chosen to live in rural Canada. Indeed, serious difficulties have confronted these people as a result of the pattern of economic growth and the nature of the social changes that have occurred due to such developmental policies.

The people of rural Canada are most adversely affected by the forces of technological development on which very largely our developmental decisions are based. As a result, not only is their economic future uncertain, but also their institutions and their ways of life are threatened. In this confusion, many rural people are forced to uproot themselves and move to urban centres. They may be willing to participate in the economic activities of these cities, but they are unable to do so because they lack industrial and adaptive skills. Inevitably, they form a substratum of the urban poor.

The consciousness of these difficulties and concerns is reflected in each of the past reports and submissions of the Canadian Council on Rural Development, because the Council has a commitment to the rural people of Canada. And the Council has repeatedly emphasized that these difficulties, and the concerns of rural people, cannot be removed, or even ameliorated to any significant extent, unless governmental policies recognize certain basic facts and certain major interrelationships inherent in the developmental process. In essence these are:

Development should be inherently a planned process of change, both economic and social, for the benefit of the people - to widen their economic horizon as well as enrich their social well-being. Economic development and social development are thus inextricably interwoven; together they constitute one single indivisible developmental process, aimed at serving fundamental human purposes.

In this process, we cannot sensibly separate urban development from rural development, nor can we sensibly detach the concept of rural development from the concept of regional or national development. We cannot talk about industrial investment to generate income and employment in a given growth centre or region, without talking about the whole developmental process, embracing a whole range of programs designed to widen the economic horizon and choice of life styles of all people - no matter where they may choose to live. Rural people, as everybody else, should have equal access to higher education, better manpower training and occupational counselling, better social amenities and social utilities, improved medical and housing facilities and, above all, assistance to identify the developmental opportunities in their own environment and develop them at the pace and the scale they can or want.

*This is how the Council perceives the developmental process - involving citizen groups both as participants and as beneficiaries.*

During the last six years, the Council has had no reason to retreat from this philosophy of development. Indeed, the Council has strengthened its pressure for such a developmental process, as a result of its many meetings and seminars in various parts of Canada: with regional development councils, voluntary development associations, local leaders and others concerned with rural resources and potentials, physical and human.

From Newfoundland to British Columbia - in Fogo Island, Lévis, Geneva Park, Moncton, Winnipeg or Cowichan Indian Reserve - wherever the Council met with local leaders, these major messages came through in unequivocal terms, though expressed in different ways:

1. Rural-urban migration creates serious problems of adjustment, socially and economically, for rural people who move to urban centres; while the rural areas lose a good deal in terms of

leadership, infrastructure and services. Yet some governmental programs tend to encourage rural-urban migration. Rural areas, in fact, possess natural and human resources which remain underdeveloped, under-utilized and often unidentified. There is therefore a large role to be played by supportive services for the people involved, whether through assistance in identification and development of opportunities or through assistance to migrants.

2. There is a growing desire for programs of social animation to help communities to articulate their problems, identify developmental opportunities and participate in formulating programs of action. Lack of government encouragement and assistance is felt by the local development associations to be the main reason for the failure to initiate such social animation programs.
3. The governmental planning process is often unrealistic and does not respond to the needs of the people of rural Canada. A continuous and effective planning process must emanate from the local level, involving and requiring inputs from all levels, governmental and non-governmental. This process would tend to ensure a development based on local needs, opportunities and strengths. The impediments mainly arise from the lack of a positive government policy toward participation, limited sources of finance, and inadequate technical and professional assistance from government.
4. Adequate programs of information and education are urgently needed for all sectors of the rural economy and rural life - for women and for natives, as well as for farmers, fishermen, foresters - to fully utilize the potential and strength of the rural communities. We suggest the establishment of regional centres for information on topics of relevance to rural communities.
5. The people of rural Canada - whether engaged in farming, forestry or fishing - strongly feel that their economic interests are threatened by the effects of technological advances. They do not look to the government simply for assistance, but for a fair return for what they produce and an assurance that government regards them as partners in their attempt to develop fully the natural potentials of their country.

These are the expressed concerns and aspirations of rural people: expressions of their willingness and potential capability to shape their economic destiny and protect their institutions against the onslaught of technological change. These are as well the essential components of a rural redevelopment policy, as the rural people see it.

What in effect they look for is a system of governmental decision-making that would adequately respond to their developmental opportunities, their needs and their preferences, with adequate and constructive governmental services, programs and funds.

The federal and provincial preoccupation, in the past, with the stimulation of major growth developments in regional incentive policy, has not provided adequate answers or opportunities for many areas. It has generated too few productive economic activities in rural areas to provide a healthy depth and permanence there. A number of factors have contributed to public apprehension in rural areas that the federal regional policies are primarily committed to industrialization and urbanization: the absence of a categorical policy commitment to rural development as an integral part of regional development; the preponderance of industrial and commercial incentives and infrastructure programs in selected growth centres and special areas; the selective and restrictive character of ARDA III agreements and the decreasing tendency in ARDA expenditure.

The recently announced federal policy of decentralizing the DREE policy-making and programming operations to various regions of Canada reflects, partially at least, the recognition by the government of these concerns and an attempt to move the governmental decision-making process closer to people and make it responsive to local and regional needs and aspirations.

Aware of the developmental trends of this society, and the concomitant problem of rural outmigration, the CCRD has always emphasized developmental policies and planning of a comprehensive and flexible nature; for some areas, not necessarily the least remote from main growth centres, the policy objectives should not be mainly growth and income-improvement oriented but broadly environmental. Ideally this should be so, but where income disparities and lack of opportunity are dominant features of an area, economic opportunity will be a dominant consideration.

In such a flexible and integrative process of development, the Council believes, the question of adaptive technology and appropriate scale of enterprise in rural areas, as well as the question of manpower and adaptive skill training, are two critical issues.

These issues will very largely form the central theme of this Fifth Report and Review, because non-recognition of these issues in federal and provincial development policies, has created two almost unbearable situations. On the one hand, we have the increasing costs, dissatisfaction, and social and environmental problems encountered in our rapidly expanding urban centres. On the other hand, we have progressive depopulation of rural areas, with consequent loss of talent and leadership in the rural communities as well as the increased tax burden and higher costs of maintaining services for these communities. Not only therefore the rural people, but also the urban dwellers are now searching for alternatives to change these trends.

The success of such public initiatives as Pollution Probe, the movement to stop the Spadina expressway, to preserve the green spaces in cities, etc. demonstrates the concern of the urban people also, at the uncontrolled continuation of historical trends towards urbanization. In other words, the public as a whole - whether rural or urban - is expressing its willingness and capability to accept, initiate and demand a developmental process which would ensure significant economic gains for the country and yet widen the range of options for all Canadians.

The main, but by no means the only, preoccupation of the CCRD is nevertheless with rural development. The Council is therefore inclined to believe that:

*Substantial social and economic benefits would accrue to Canada as a whole through a policy of comprehensive redevelopment and revitalization of rural Canada, based on the scale of enterprise, and the degree of technology, which the rural communities can support and sustain.*

In the subsequent chapters of this Fifth Report and Review, the Council has documented a body of evidence as well as societal concerns in support of the proposition. It has also attempted to lay down a policy framework and a range of program directions, in the belief that the governments have the willingness to respond and the capacity to engage in necessary planning and programming, in partnership with local people.

In chapter I the Council has documented some critical socio-economic trends to draw attention to the expected rapidity of these changes and their adverse consequences for many people, particularly those who wish to live in a rural environment. More importantly, however, these statistics are intended to provide the essential backdrop for a discussion by concerned Canadians of what might be done to anticipate these changes and direct them towards a developmental process that will permit us to formulate policies and programs that would ensure greater social and economic gains for the country as a whole and a more satisfactory living for all Canadians - rural and urban.

In the light of predicted developments, a number of European countries in the post war years have instituted, with some success, policies for balanced rural-urban growth and development, incorporating in such policies land use objectives, population distribution goals, and economic and social development targets. In recent years, Canada too has made significant strides in developing component parts of a balanced national growth and development policy. What is lacking, however, is a process or mechanism which can effectively co-ordinate these component parts and respond equitably to the developmental needs and opportunities of rural and urban areas.

In chapter II we have briefly reviewed these component parts of our growth and development policies and examined their relevance and implications for rural development. Further, in the light of the concerns, aspirations and strengths of the rural people, as expressed to the Council through their associations and institutions, we have attempted to articulate their perception of the development and the developmental process.

The rural development strategy and the program elements that the Council has thus formulated and embodied in chapter II are based on some of the rights of the rural people, as they perceive them: to choose their own life styles, to determine the nature of development that is based on their local resources and opportunities, and finally to determine the scale of enterprise that they can best support or that best satisfies their needs.

*The Council further believes that such a commitment to rural Canada and a developmental approach based on these fundamental desires of rural communities will create a favourable atmosphere for development activities in all areas of Canada, rural and urban; evoke interest and participation of more people in the developmental process, and eventually ensure a better balance in rural-urban growth and in the distribution of population between rural and urban areas.*

# CHAPTER I

## HISTORICAL FORCES

### Their Social and Economic Impact on Rural and Urban Canada

The problems facing rural areas and rural residents in Canada and the resulting dissatisfaction are neither new, nor accidental. They are continuing phenomena, the outcome of past forces and changing circumstances which have not affected different areas of the country, nor all groups of Canadians, in identical ways. These forces have, in large part, been the result of changing economic circumstances which become all the more evident in the resulting pattern of population distribution and its effect; in many instances, they implicitly enter into policies and programs of governments and private institutions.

In this chapter, the Council has attempted to review briefly the changing population patterns in Canada and the economic forces underlying them, focussing simultaneously on the social and economic effects of these forces on communities of people, particularly those living in rural areas.

### Major Demographic Trends

In the history of Canada's social and economic development, the impact of population changes has been spectacular. Over the past several decades, the high rates of growth of the population and its geographic and economic distribution have been closely related to the performance of the national economy and the distribution of economic activities and employment opportunities. Since the beginning of the twentieth century, the rate of growth of urban population has continually exceeded the rate of growth in total population. Whereas the total population of Canada has increased at a rate of 2.2 per cent per annum during 1951-1971, the urban growth has been at over 3 per cent over the same period.

TABLE I  
POPULATION GROWTH IN CANADA, 1951-1971  
IN PERCENTAGE TERMS

	<i>% change</i>	<i>% average annual growth</i>
Urban	90.2	3.3
Rural	- 4.2	- 0.2
Rural Farm	- 49.8	- 3.4
Rural Non-Farm	54.2	2.2
TOTAL	54.0	2.2

Source: For basic data, see appendix, tables I and II Canada.

The largest component of the declining rural population has been the farm population. Within a generally declining rural population, the loss of rural farm population has been at the rate of 3.4 per cent a year since 1951. On the other hand, the rural non-farm population increased at the rate of 2.2 per cent a year during the same period, indicating that a part of the farm population found non-farm occupations within rural environments. However, the greater part of the loss in farm population must be accounted for by migration to urban areas. As Table II below would indicate, whereas in 1951 nearly 62 per cent of Canadian population was urban, in 1971 the proportion rose to 76 per cent.

During the same period, rural population declined from 38 per cent to about 24 per cent, and rural farm population decreased from 20 per cent to the present low of less than 7 per cent.

TABLE II  
PERCENTAGE DISTRIBUTION OF CANADIAN POPULATION

	1951	1971
Urban as % of total	61.6	76.1
Rural as % of total	38.4	23.9
Rural non-farm as % of total rural	47.5	72.5
Rural farm as % of total rural	52.6	27.5
Rural farm as % of total	20.2	6.6

Source: For basic data, see appendix, table III.

The 76 per cent of the total Canadian population who live in urban areas are even more concentrated. Over 40 per cent of these urban dwellers are accounted for in some 18 major Canadian cities. And over 50 per cent of these are located in Toronto and Montreal alone. The Department of Urban Affairs, and the Institute of Quantitative Analysis at the University of Toronto, among others, have estimated that between 1961 and 2001 the total population of Canada will in all likelihood grow by another 16 million and that over 75 per cent of this growth will occur in the cities<sup>1</sup>. The two isodemographic maps in the appendix give a visual perspective of these trends.

These changes in population and its distribution are the most spectacular and obvious results of a changing economy. In the post World War II period particularly, a number of factors - advances in technology, transportation, and market demands, to name a few - have greatly affected the patterns of industrial activities, employment and population. Opportunities for gainful employment in primary occupations in rural areas have rapidly shrunk.

#### Trends in Rural Economic Activities and Employment

Within the traditional rural economy the primary industries were the major employers of the rural labour force. With the introduction of specialized and mechanized operations in agriculture, the fisheries and forestry employment opportunities in rural areas have been greatly reduced. Initially, innovation and mechanization were necessary because of an acute shortage of the needed labour force; they were introduced and adapted to meet the needs of rural producers and conform to their established institutions.

With an increasingly complex technology, and the demands from other sectors of the economy, rural areas were increasingly forced to adapt their own needs and institutions to the innovations. Technological innovation then generated demands for higher levels of productivity and a larger scale of operation to finance the heavily capital-intensive nature of this progress.

The primary producer became dependent upon the availability and accessibility of the necessary capital funds. Lack of such funds to acquire and consolidate an economically profitable and sustainable operation and to purchase necessary capital equipment forced many small farmers, fishermen or woodlot operators to quit or sell out and join the ranks of the less active rural population or to move into an urban setting in search of employment.

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<sup>1</sup> System Research Group, Canada: Population Projections to the year 2000, Toronto, 1970.

The effects of this process of technological innovation and decreasing employment opportunities eventually are reflected in the shift of population to urban centres and the decreased viability of rural communities.

In terms of net gains in productivity and increases in farm income for those who achieved such economies of scale, this transition has no doubt been beneficial. However, the increased farm income reflects, if anything, the concentration of wealth in a smaller segment of the rural population.

The dimensions of these changes in employment patterns and their likely continuation are shown in Table III.

TABLE III  
EMPLOYMENT CHANGES AND DISTRIBUTION OF EMPLOYMENT  
BY INDUSTRY GROUP

	<i>Employment</i>		<i>Share of Total Employment</i>		
	<i>Average annual % change</i>		<i>%</i>		
	<i>1960-70</i>	<i>1970-80</i>	<i>1960</i>	<i>1970</i>	<i>1980</i>
Agriculture	- 3.1	- 2.1	11.4	6.5	4.1
Forestry	- 1.6	1.2	1.6	0.9	0.8
Fishing	1.1	-	0.3	0.3	-
Mining, oil and gas	4.9	2.1	1.6	1.6	1.5
Manufacturing	2.5	0.2	23.8	22.7	17.1
Construction	2.7	3.7	6.5	6.0	6.3
Electric, water and gas utilities	3.0	- 0.8	1.2	1.1	0.8
Transportation, storage and communication	2.2	2.0	8.4	7.6	7.1
Wholesale and retail trade	2.9	3.0	17.1	16.8	16.5
Finance, insurance and real estate	5.0	4.3	3.8	4.6	4.9
Community, business and personal services	6.4	6.1	18.6	25.7	34.1
Public administration	3.8	3.4	5.8	6.2	6.5
Total Economy	3.1	3.1	100.0	100.0	100.0

Source: Ninth Annual Report - "The Years to 1980".  
Economic Council of Canada, Ottawa, 1972.  
Table 4-17, p. 62.

The primary industries in general have been decreasing as sources of employment in both absolute and relative numbers. Secondary manufacturing has had a relatively stable proportion of the labour force, while the service industries have grown in importance.

Thus we can see that in agriculture and the other primary industries the relative employment capacity will continue to decline. The rate of this decline is expected to moderate; in fact, for forestry a slight increase in absolute employment is projected. For rural areas based predominantly upon these primary industries, the economic and population base is still expected to decline.

The major source of employment growth will continue to be in the tertiary or service industries, and most likely this growth will take place in urban centres. While we have no breakdown of these services on the basis of rural versus urban areas it seems reasonable to assume they are predominantly urban based. Personal services are related in large measure to population; and urbanization is expected to continue.

The more specialized services associated with advances in technology are also predominantly in urban areas. Financial institutions, consulting and management services, communication facilities, higher educational institutions etc. are normally located in those centres with large or expanding commercial activities and rarely in rural areas or smaller communities. Similarly, government services are generally located in the larger urban centres. Thus trends indicate a continuation of the decline in rural-based employment and the increase in urban-based employment industries.

### Income Levels

The changing employment patterns and population distributions reflect in large measure the response to different income opportunities. The disparity between rural and urban family incomes is not only large but it has not narrowed significantly over the past decade.

It should be pointed out that a direct comparison of money income between rural and urban areas may not be entirely appropriate because of different costs and styles of living. However, with continuing urbanization of tastes and consumption habits in rural Canada the comparison is increasingly valid. In any case, the lack of major improvement in the relative incomes during this period is a partial explanation of the movement observed, as well as a societal concern of an unjustifiable situation.

TABLE IV  
AVERAGE FAMILY INCOME

	1967		1971	
	Current \$	1961 \$	Current \$	1961 \$
All Canada	7,602	6,587	10,368	7,772
Metropolitan	8,546	7,405	11,560	8,065
Rural	5,408	4,685	7,627	5,717
Rural as % of all Canada	71.1		73.5	
Rural as % of metropolitan	63.2		65.9	

Source: 1967 figures from DBS catalogue no. 13-538; 1971 figures from Statistics Canada catalogue no. 13-207.

#### Economic Forces and Urbanization

These changing economic patterns and the trend toward urbanization reflect several interrelated and dynamic phenomena. The industrial structure is basically determined by demand forces, both domestic and international, and by development in technology and production costs. The causal forces flow in both directions - from demand to output and from output to demand...<sup>1</sup> There is a similar flow in relation to jobs and population. There is no doubt that population grows where there are jobs, but in like fashion, a certain population creates a certain demand and attracts more industry ... thus jobs ... thus more people.

Technological change has contributed at both ends to urbanization - in rural areas by decreasing the labour requirements in agriculture and the other primary industries; in urban areas, by attracting the surplus rural labour force in search of other jobs. In urban industries, technological change has generated economies to be gained through the larger market which is normally available in large urban centres. In addition, this growth attracts similar and related industries, both those specializing in providing certain inputs and those providing related services. This entire process generates a cumulative level of expectation concerning the benefits of location in urban centres.

Urban centres also offer less risk and uncertainty, both for the individual and the firm. The individual is presented with not only improved amenities but with a variety of jobs which provide a sense of financial security. The individual facing such a large choice is no longer at the mercy of one or a few jobs in a particular industry; and in addition to the

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<sup>1</sup> W.M. Illing, "Industrial Patterns of Growth". The Economy to 1980: Staff papers, Economic Council of Canada, 1972.

increased financial stability also has opportunities to choose types of jobs which can be more personally rewarding. This is especially important when compared to the wide fluctuations of income and employment experienced in agriculture and the other primary industries.

For the firm, urban centres provide a larger pool of labour and a range of quality and specialization not found in rural areas. The existence of a larger market, a variety of industries and a choice of labour supply, enables a firm to more easily change product lines or methods of production to avoid technological or market obsolescence.

These forces must be recognized in any evaluation of possible future developments in rural areas since they are fundamental to profitable economic activity. It must be recognized that opportunities for rural development will, of necessity, relate to the needs of maintaining viable enterprises. It should be noted, however, that the primary industries are presently enjoying an improved strength; their economic future is strong, providing a good basic for improved performance in rural areas which develop their economic growth on related activities. However, future growth of the primary industries will continue to be based upon capital-intensive and net labour-intensive technology; and the relative employing capacity of labour-intensive industries will continue to decline.

#### Rural Predicaments

The effects of these forces have not been entirely beneficial. In rural areas, outmigration has decreased the demand for services in the rural communities which previously could sustain themselves by providing for the needs of the surrounding population. The trends toward commercialization and specialization in agriculture and the other primary industries have increased the demand for certain specialized services which tend to be concentrated in a few large centres serving an extensive hinterland. Improvements in communication and transportation networks make accessibility easier and extend the size of the area served by urban centres.

This outmigration has immediate and increasing effects on the level of economic activity in a community and further long-run detrimental effects on the potential growth prospects of local markets. Because of an ever shrinking market, the rural areas find it increasingly difficult to maintain not only the commercial activities such as grocery stores, farm service centres, banks, etc., but also the social and economic functions. Health, education, recreation, and even essential telephone, transportation, and postal services become progressively more expensive for those remaining in the community, to the point where they must deteriorate or be discontinued; and thus the community becomes even less attractive, and loses more of its population.

The feeling in these rural areas that a community has no future, once it has developed, sets in motion a series of forces which become cumulatively self-fulfilling. The younger and better educated tend to be

the first to go, and this process deprives the community of its future leaders and entrepreneurs. Normal types of assistance become more difficult to obtain. For example credit is not readily available in a community which may not survive, and the various types of investment are discouraged. Public facilities in many cases are not maintained or expanded, and there is no inducement to construct or improve homes and other infrastructure.

### Urban Dissatisfaction and Social Costs

Urban centres as well have been faced with problems arising from their expansion. The large increases in population in urban centres have caused a physical growth through urban sprawl and a concentration of population through high rise development. Increased demands for highways and services are a result of this growth; their provision increases their use and generates more demand. Similarly, the increased concentration of population generates demands for parking spaces, public transit, and other services which require large investments.

The effects of this growth in cities have, however, been most dramatically indicated by the rise in the cost of housing, particularly land values, in the past decade in the major cities. Housing costs have now reached the point where in order to buy a house a family must have an income much higher than the average. In addition, there are innumerable other services which become essential in a city but which are not normally required in rural areas - such as recreational services, regulation of traffic, law and order maintenance, etc.

The costs of these urban services rise with an increasing population more than proportionately. The average cost of services becomes much higher than that which existed prior to the increase in population. In all likelihood, the burden of these costs would overwhelmingly be borne by the existing residents, in part due to the higher costs of providing the new services spread over the entire population most of which were already living in the city. In addition the rural migrant normally enters the low income jobs and lives in lower valued homes and thus would pay less than the average in taxes and less than the cost for services provided for him.

The magnitude of these direct and indirect costs should be the subject of extensive research. Such research would show that the costs of increasing land values, rising street and highway construction and maintenance costs and the foregone taxes on the lost land, increased costs of providing education, parks and the urban natural landscape, pollution clean up, health services, police protection, etc. were too high a price to pay for urban concentration and a (somewhat illusionary) modern growth.

A firm moving into an urban centre or expanding its existing operation will also pay less than its fair share of the increased costs that result from the increased demand for housing, transportation, health and educational facilities and the like for its increased labour force. Thus many of the benefits of agglomeration accrue to the new firms, rather than to the community which must pay the costs.

These questions of social and private costs and benefits are important in evaluating the impact of urban concentration. On the one hand, the depopulation of rural communities leaves behind a large investment in social infrastructure and community facilities which, on the other hand, must be provided at increased cost in urban areas. The social costs of stress resulting from change and urban concentration are more difficult to measure but are real nevertheless. Accounting for these total costs generated by urbanization may well change the relative value of continuing urban concentration and the development of rural areas.

### The Changing Role of Rural Areas

The traditional role of rural areas has been the production of food. This role will remain important for rural Canada, especially in light of the present world outlook for food production. In addition, with the expansion of urban centres and improvement in transportation and communication, rural areas are increasingly being called upon to perform different roles. Profound changes have also taken place in rural communities in regard to tastes and consumption patterns which are increasingly becoming urban oriented.

Rural areas in the vicinity of urban centres are providing dormitories for urban workers who can commute to cities thanks to better transportation facilities. The same conveniences which enable city people to move to the surrounding countryside also allow rural residents to become less reliant upon traditional activities, and to find employment in the cities.

Rural areas are also increasingly filling a recreational and aesthetic role for urban residents. Summer residences, camp grounds, resorts, scenic areas, etc. are increasingly important to urban dwellers who wish to escape from cities to satisfy their leisure-time pursuits. They are also attractive as places to retire. Rural areas, of course, can provide these functions only if they remain rural in outlook and environment.

The problems which develop in rural areas, particularly in the vicinity of large urban centres, are such as to jeopardize not only the traditional but also the new roles of rural areas. The process of uncontrolled urban sprawl promises country living and low costs but destroys the rural landscape and hides the costs. This sprawl results in the alienation of good farming land and the destruction of the rural nature of an area much greater than the land directly lost to urban uses<sup>1</sup>.

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<sup>1</sup> L.O. Gertler, "Urban Shadow, Urban Theory and Regional Planning" in *Regional Planning in Canada*, a planner's testament, Harvest House, Montreal, 1972, pp. 34-47.

This "urban shadow" results from the existing and anticipated demands from the urban centres for development into areas progressively more distant from the city centre. The results include not only idle farm land being held for speculation, but also the inefficient use of farmland: there is no incentive to maintain its agricultural use because there are no agricultural support services in these areas. Such unmaintained rural lands soon become unattractive as rural landscape and cease to serve the urban need for aesthetic environment. Studies in Ontario and Quebec indicate that the area indirectly affected by this phenomenon is up to five times the existing urban area. It is evident therefore that the effects of this process on agricultural land in Canada appear to be alarmingly extensive.

These changing roles for rural areas are not uniform across the country. In some areas where urban growth has been extensive, the accelerating rate of alienation of farm lands brings home sharply the fact that planning for preservation of lands is important. In other areas, where reliance upon primary industries remains high, and incomes are low and erratic, economic expansion and the provision of jobs is much more urgent. In still other areas, with poor prospects for development and adequate incomes because of poor or insufficient resources, appropriate programs for adjustment out of the areas are required. In short, while there are many pressing problems in rural Canada, they vary widely between areas and demand diverse series of programs and approaches to successfully deal with them.

### Conclusion

The major demographic, social and economic trends briefly reviewed in this chapter are real and can not be ignored. The present rural-urban distribution and the pressures felt in both rural and urban areas are largely the result of these influences. The probable speed of these changes suggests that there will be awesome consequences for a great many Canadians, particularly those who wish to live in a rural environment.

The CCRD shares the belief of many concerned Canadians that these adverse trends are not inevitable and that policies and programs which assume and promote their continuation are no longer acceptable. In the light of predictable changes, appropriate policies and programs can be applied to modify and redirect the growth and development of the country for greater benefits to all Canadians, no matter where they live. The following chapter will broadly discuss the kinds of developmental approaches and policies and programs that are needed, and which the CCRD feels can better meet the growing concerns of Canadians, particularly those living in rural areas.

## CHAPTER II

### NEW POLICIES AND APPROACHES

This chapter gives a brief appraisal of the federal rural development policies of the past decade; it also explores new approaches and policy measures which, the CCRD believes, would lead to a progressive redevelopment and revitalization of rural Canada, while ensuring continued national growth. We do this in the light of the growing dissatisfaction shown by Canadians, both rural and urban, with the rising social and economic costs that are associated with the unchecked continuation of historical trends toward urbanization, and the inadequacy of existing governmental approaches to deal with this process.

#### Federal Policies and Rural Canada

The efforts of the federal government to assist with the economic and social development of people living in rural or depressed areas began in the late fifties. The first Area Development program, which applied largely to rural areas scattered throughout the country, was designed to bring industries to areas designated on the basis of the extent of their unemployment. Little income or employment was thus generated: perhaps because the incentives were too weak to attract industry to most of these areas; perhaps because the areas themselves were unsuitable for secondary industry development.

In the early sixties, it was decided that a more comprehensive and integrated approach would be required. As a result, the federal government, in agreement with the provinces, developed the ARDA program to improve the efficiency and productivity of agriculture and the use of other resources, while making some provisions for moving marginal farmers to other activities and taking their land out of production. The program applied to relatively few areas across Canada and was rather less concerned with the problems that arose in areas based on other primary industries such as forestry, fishing and mining. The adjustment problems of rural people attached to agriculture

were not effectively handled with respect to preparing them for other employment where they lived or to facilitating their adjustment to an urban environment.

While some of these shortcomings have been corrected in the third round of ARDA agreements with the provinces, which now reflect the broader rural intentions of the Act, programming under ARDA remains very limited. It plays more of a job-filling role in rural economic development programs, rather than a positive role in initiating a comprehensive and co-ordinated approach, based on local initiative and involvement, to the economic and social development of rural areas.

The next phase in federal policy was still more comprehensive; it involved the development and implementation of what came to be known as FRED (Fund for Rural Economic Development). This program was applied to agreed areas within a number of provinces: not just to rural agricultural areas but to rural areas generally and even to some small urban areas as well. The intention was to provide comprehensive economic and social development for the chosen areas. Plans and action programs were developed in co-operation with the provinces for such areas as Manitoba's Interlake, Prince Edward Island, North East New Brunswick and the Gaspé. FRED programs created a federal-provincial planning mechanism and (to some extent) joint implementation machinery which mobilized both federal and provincial institutions, programs and financial resources and staffs in a manner designed to improve the economic growth and social infrastructures of the areas involved.

The effectiveness of these plans has varied greatly from area to area, depending on the realism of the plan, the effectiveness of the federal-provincial machinery of implementation, the degree to which local people could be persuaded to become involved, and the adequacy of the funding arrangements. Since the establishment of DREE in 1969, the scope and objectives of some of the FRED programs have been significantly changed in order to fit them into regional development policies.

A further initiative was taken in the late sixties by the Department of Manpower and Immigration, with the development of the NewStart program. This experimental action-research program acknowledged that little was known about the educational, training and social adjustment techniques required to prepare those who suffered from generations of rural poverty, for better employment opportunities either locally or elsewhere. Non-profit NewStart corporations were jointly established in Alberta, Manitoba, Saskatchewan, New Brunswick, Prince Edward Island and Nova Scotia by the federal and provincial governments; they were financed completely by the federal government. The corporations were reasonably free to experiment with new methods and programs designed to meet the particular needs of poverty groups in their particular areas, in the hope that the successful programs would be used more widely in other training and educational programs directed to these kinds of people.

Unfortunately, the NewStart programs were only given a three to five year lease of life so that they were unable to do more than begin the process of determining what training and educational techniques were most effective. They operated on the supply side of the market exclusively: they were not concerned with programs designed to create employment opportunities. In some areas new methods were developed, and new institutional forms were created and adapted to the peculiar needs of the people in each area. Other areas had little or no success, but the NewStart programs in general demonstrated the importance of approaches that were flexible enough to be adapted to the particular needs of particular groups in a variety of rural areas across Canada.

With the establishment of DREE in 1969, the developmental philosophy shifted to the "growth centres" concept. A growth centre is an urban area in a generally depressed region which, through financial incentives for industry and economic facility programs and social infrastructure investment, appears likely to become attractive enough to industry to create a continuing base for industrial development. Federal regional development policies thus became primarily committed to urbanization and industrialization, without adequately recognizing the complex social and economic interrelationships between the rural and urban sectors. There have been disproportionately low levels of expenditure on social adjustment and rural resource development in the Special Area agreements. A decreasing trend of expenditure in ARDA programs is also discernible since 1969.

It seems likely, however, that the growth centre concept will mainly help those within the growth centre itself or within commuting distance of it and may do little to improve materially the economic prospect of those in more distant rural areas. For such people, the presence of growth centres somewhat expands the availability of employment opportunities, provided that the barriers can be penetrated through training, social adjustment and in other ways. Rural people appear to feel, however, that the employment impact on rural areas of industries located in such growth centres has so far been minimal.

Canada is notably lacking in programs designed to bridge the gap between distant urban employment opportunities and the real situation of those in relatively remote rural areas. In this sense, the problem of those in rural areas continues to be relatively untouched by governmental initiatives designed to improve employment prospects and income levels in depressed regions. It is clear that new initiatives and new organizational structures are needed if these people are to be reached in any meaningful sense.

Some federal programs of supposedly universal application have not proven to be useful for rural residents; indeed these programs have been discriminatory against them. Mortgage funds available under CMHC are mostly obtained in urban areas, not in smaller rural communities. The general requirement, in practice, of a certain minimal population size before specific services can be available in a rural community reflects the assumption that in smaller and less-served rural communities mortgage financing

for housing development is a poor investment and a greater risk. In the same way, a rural businessman who seeks financial assistance through loans from banks often faces higher equity requirements than would a similar businessman in an urban area.

The following important lessons can be drawn from this brief review:

1. Emphasis must be placed on job creation within the rural areas. Given the size of the current population and labour force of these areas, together with their potentialities for population growth, it may not be realistic to expect that they will generate a sufficient level of employment opportunities to provide adequate standards of living for all people in these areas. This means that programs must be carefully balanced between providing jobs and fostering voluntary migration.
2. Job creation activities must take realistic note of economic potentials and opportunities. Many rural areas may not be attractive to industries not based upon local resources. In such cases job creation efforts must revolve around improving the efficiency of existing primary industry production and of inducing further processing of local primary resources. This in turn involves the introduction of appropriate technology, adequate financing, management training and other inputs designed to improve the economic capacities and opportunities of these areas, at the scale and rate of development which the communities in these areas can sustain.
3. Appropriate forms of training must be made available to the local population to enable them to participate fully in the development. Adequate lead time must be provided for these training programs: they are an integral part of the development process, and must be co-ordinated with other program elements.
4. In general, there has been insufficient emphasis on social adjustment programs within a family context. If people have to move, to improve their employment and income, social adjustment programs must be in place for the transition to be successful. This involves a variety of programs not only in the area from which they leave but also in the reception area.
5. The realization of these kinds of developmental and human needs in rural areas will clearly be impossible if the plans and programs are handed down from the senior levels of government. Planning and action to identify rural or regional needs and opportunities can be best organized within the communities concerned and through the initiatives of local or sub-regional development associations and other local interest groups. Community participation must also be ensured in the evaluative process, to determine the measures of success and failures of any programs.

## The Commitment to Rural Canada

In our opinion, the socio-economic trends, the resulting imbalances and hardship to the Canadian society, as well as the limited effectiveness of governmental efforts to correct these, all point firmly to the need for a very definite commitment, by all development agencies, to redevelop and revitalize the rural economy. This commitment must be based upon the firm belief that there are social and economic benefits to be gained for all Canadians by a more equitable distribution of economic activities between the rural and urban areas.

Further, this commitment must be based upon the assumption that development is not a goal in itself, but a means to achieving a better pattern of society, a wider economic horizon and a greater range of choices of lifestyles for all Canadians. The ultimate goal of development is, therefore, the improved well-being of the people. The acceptance of this hierarchy of goals and means requires that more consideration be given to the full social and economic costs and benefits, both private and public, of future economic growth and its location. This commitment, which is necessary for effectively revitalizing rural areas and providing opportunities to rural people, will require the development and implementation of appropriate policies, programs and institutions.

## Rural Resources and Opportunities

The Council's concern for full development of economic opportunities flows directly from its mandate concerning rural development. We believe that the provision of equal opportunities and economic development in all regions of Canada will lead to substantial economic as well as social benefits for the entire country. The emphasis should be upon balanced growth based upon the existing resource potentials - both physical and human - and the existing socio-economic position of an area. By nature such a policy must be flexible, because resources are not evenly distributed among different areas, regions and provinces; the productive bases, economic characteristics and social structures vary as well. What we envisage is not a rigid developmental approach but an approach to development which can operate through these factors rather than neglect or change them.

We are firmly convinced, on the basis of Council studies as well as our encounters with local people, that the absence of opportunities in an area is the exception in Canada and that the systematic identification of opportunities is the first step toward full development. The identification and the development of such opportunities will provide the sustaining economic base to attract people to the regions, or at least retain those now there, and thus further relieve the pressures on urban growth.

The major components of a policy commitment of full economic development with emphasis on regions and rural areas at present disadvantaged are: an inventory of resources and opportunities available; the provision of adequate incentives in developing areas - and disincentives in

certain urban regions; information and technical services available to local groups and individuals, for their full participation in the inventory, planning, and development phases; supportive manpower programs to enable people not only to participate in local development, but also to successfully adjust to changing economic and social structures and to migrate to better opportunities if they wish or need to.

### Participation and the Decision Making Process

The Council's position on participation has been expressed repeatedly in its past reports. In essence it is predicted on the assumption that development policies and programs of any kind, if they are to be successful, must be accepted by the people directly affected. To be accepted, they must be understood and must adequately reflect the needs and priorities of the people so affected. The most effective means of ensuring such understanding and acceptance is by the full participation of those affected throughout the whole process: planning and programming for development, implementation, and evaluation.

The participation of rural people in the planning and implementation of development strategies requires the establishment of appropriate processes and institutions to ensure not only their participation but also the effective response of government to their contributions. In the context of the specific policies suggested in this report this assumption of participation at all levels is essential to success.

### The Inventory Preparation

The potential for developing such inventories of rural resources already exists. The use of the Canada Land Inventory in the identification of soil capability for sustaining agriculture, forestry, wildlife of several types, and recreation provides an excellent beginning for developing inventories of physical resources. If, in addition, a *sea inventory* could be developed of Canada's coastal waters - and in some cases inland fresh waters - and their capability for sustaining different species of marine life, the inventory of resources would be more than complete, and especially useful for the Atlantic Provinces.

The people of a region or area and their existing institutions are, however, the most important resource in the development process; their abilities, aspirations, and needs must be considered. Further, it is the residents themselves who are best able, in most cases, to identify specific opportunities in their own region if they are encouraged and assisted to do so. They are also best able to identify their special problems, needs and aspirations, all of which may prove to be the foundation for opportunities to be developed - or at least the determinants of how best to proceed. It is encouraging that this type of involvement of the people in such an inventory phase has been used in certain regions and provinces<sup>1</sup>.

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<sup>1</sup> Manitoba's Regional Analysis Program, and community initiatives in Bridgewater and Pictou County, Nova Scotia, Cabano, Quebec and Kent County, New Brunswick, are examples of such popular involvement.

The inventory phase may identify opportunities based upon the primary industries, such as expansion of output, change in product, increased return through a change in the market structure, or a further processing of the initial primary products. These opportunities may be based not only on local or regional markets but also in some cases on exclusively foreign demands. Specialty fish products in demand in Europe and Japan, and certain specialty crops, are excellent examples of this.

In the preparation of such an inventory of opportunities the expertise and services to aid local people must be made available. The role of government in support of the local initiative in completing this process is important for forming a base for subsequent development.

### The Developmental Approach

The preparation of an inventory of resources and opportunities will often result in the identification of limited-scale opportunities. The Council believes that these are legitimate points of departure for economic development. It is not necessary to import large scale enterprises into smaller communities, where they may disrupt existing institutions. We believe that, if local resources and opportunities are developed on an appropriate scale, development becomes a self-sustaining process. If the opportunities point toward small scale undertakings, they should be encouraged and promoted. If, on the other hand, the potential for a large scale enterprise is identified, proper assistance should be provided.

In this approach the prime concern is with social and economic growth and development, not either at the exclusion of the other. This requires a carefully judged mix of indigenous and external resources to achieve the maximum social and economic gains in the communities. It may be achieved only through deliberate and careful evaluation of the physical and human resources and their potentials for development; the precise scopes for investment; the interests of the community; and planning for exploitation in partnership with local communities. For such an approach to development, it is therefore vital to encourage and strengthen the planning and the decision-making ability of the rural communities, using all necessary governmental assistance - financial, technical and professional.

The rural redevelopment strategy we have outlined here does not, in essentials, disagree with external assistance as an inducement factor. In fact, such assistance is an important precondition. This external assistance and initiative must, however, be supported by local participation if the result is to be a sustained development process. The pace of development in a given region must hold a balance between its resources and opportunities and its capabilities.

The Council believes that this approach to development will eventually generate a favourable market economy within the rural areas, with increasing scope for employment and income opportunities for rural people, and will create conditions for controlled urbanization within these areas.

## Varied Forms of Responsive Assistance Needed

We recognize that there is a tremendous variety of resources and opportunities across a country of the size of Canada. Because of this, we cannot envisage any set pattern of development, nor can we indicate the nature and order of the assistance necessary to encourage development throughout rural Canada. It is, however, apparent that there are certain common elements which must be examined, given the commitment to rural Canada and its revitalization.

The identification of opportunities throughout rural areas will likely reveal that both large and limited-scale enterprises, based on indigenous resources, can be developed. Unfortunately, in North America, research and development in technology has been overwhelmingly dedicated to increasing scale and specialization and not toward adapting technology to intermediate or limited scale operations.

There is therefore a need for research into the development and application of an advanced technology adapted to limited scale enterprises. This effort would not be directed toward the preservation of, or a return to, isolated small enterprises, serving local markets and operating with obsolete technology and higher costs. The need is for the development of techniques of production appropriate for the scale of enterprise which can be sustained in smaller centres and rural areas.

Similar to the question of appropriate technology is the development of appropriate management capability for enterprises of a limited scale. The major emphasis of existing business management schools in North America is on the skills required in large enterprises where a certain level of specialization is necessary. The needs of the smaller entrepreneurs and managers do not appear to concern existing business institutions.

This point is equally important to traditional primary activities. The emphasis on the expansion of farms and fishing operations has been consistently biased in favour of the individual entrepreneur; there has been no attempt to explore other types of structures which could be profitable. For example, some advances in industrial activity have been the result of new forms of management which have greatly facilitated the use of new technology. A tendency towards specialization in production has resulted in improved efficiency, but has not necessarily led a company to rely on a single market or product line. In primary production, the limited application of similar management combinations has resulted in less efficient and more vulnerable firms.

Co-operative ventures to reduce individual vulnerability, to optimize the use of machinery and equipment, or to intensify and diversify production, have certain definite advantages for agricultural producers. The development of secondary activities around the existing agricultural base, or the introduction of new locally initiated enterprises, is also possible through local or regional co-operation. This new and active

expansionary role for co-operatives could make an important contribution to rural development.

The ability of small enterprises to obtain active marketing intelligence and services is greatly limited. The example was cited earlier, of a local fish resource being developed for a specific distant foreign market. This type of market information service is vitally important for the growth and viability of small enterprises; it must therefore be provided by governmental agencies, which have wider access to national and international market intelligence.

The lack of provision for upgrading the management skills of the small entrepreneur and the managers of the small and intermediate firm remains an obvious shortcoming in business management education in Canada. In rural areas, where out-migration has selectively reduced the future pool of entrepreneurs and managers, this lack is even more pronounced. There is therefore a pressing need for management training, assistance and counselling, if the type and scale of enterprise which holds the key to development for rural areas is to be successful.

It is true that programs of financial incentives to small businesses in rural areas do exist; but in many cases the businessman is unable to take advantage of them. The problem arises partly because rural businessmen do not always know of these programs because the offices of the various agencies providing them are normally located in urban centres. There is also the problem of how to go about applying for assistance and which agency one should approach first. These are genuine problems for the small businessman in a rural area.

The necessary financial backing, to start or expand a business in a small community or rural area is also more difficult to obtain. There is, of course, more risk involved because of the limited market, the lower level of knowledge and managerial skills, as well as (normally) a lower level of awareness of the rural situation by the credit granting institution. The combination of disadvantages greatly impairs rural initiative.

In summary, the Council wishes to emphasize the need for a series of adaptive services many of which are interrelated. Properly researched technology, and management arrangements adapted to small and intermediate scale industries, are important long-term needs if we are to properly exploit rural potentialities. An integrated approach to providing assistance and consulting services on marketing and management, and adequate funding to small and intermediate scale enterprises in rural areas, are essential for the continuing growth and success of rural entrepreneurship.

## Manpower Needs in the Rural Context

The people of any region are an extremely important resource, indeed the *most* important resource for economic development. As we have indicated in Chapter I, an industrial firm is attracted to centres which can provide a pool of qualified manpower in a wide range of abilities. We also noted that existing manpower programs are primarily designed to meet urban industrial needs and not those of rural areas. We further indicated that there is a lack of qualified entrepreneurs and managers in rural areas to sustain and foster economic growth there. Finally, we must observe that the educational and skill levels of many rural residents are significantly below those of urban residents. These are the basic facts that necessarily lead to a disadvantaged position for rural areas. The need for a comprehensive program of manpower and managerial development in rural areas is therefore a concern of special significance to the Council.

The Council has reviewed the official manpower policies and programs as they relate to rural Canada and has found them inadequate to their stated purpose. Insufficient notice is taken of the fact that there is a two-way interaction of education and economic development. The normal accepted relationship is that the educational level of the labour force in a region has an important influence on the rate and type of economic development. It is, however, also the case that the level of economic development significantly influences the level and quality of educational achievement. This suggests that efforts to provide more, and more varied, job opportunities could have contributed to the raising of educational levels, while at the same time retaining more of the local population, than have those manpower programs which have directly raised levels of education to enable people to migrate to other jobs.

Manpower programs at present lack the flexibility to meet rural problems except when there are immediate job opportunities for trainees. Yet the diversity of manpower problems in rural areas demands that programs be designed which can respond to the special needs of any region. The existing disadvantaged position of rural Canadians, in terms of educational levels, must be met through both long-term efforts, probably through the school systems, and immediate remedial programs to enable them to benefit from economic opportunities, either locally or elsewhere. The special nature of rural areas, and the need for special programs of adjustment, must be met through manpower programs which can provide adaptive counselling and which reach out to include even the most disadvantaged.

Several other inadequacies are apparent in attempts to deal with rural manpower. In many cases the insistence on approved facilities before there can be classes or training precludes their being held in the best location for the trainees. There is also inadequate use of on-the-job training for teaching immediately applicable skills. Requirements for a certain level of formal education (or for related skills) in many cases makes it difficult to use the existing talents of rural people. For example many rural people possess mechanical skills learned from their existing occupations;

on-the-job training in many situations could constructively use that base and not require additional, and often unrelated, formal standards of education and training.

For rural residents who are changing their jobs, and still more for those who have to move to other areas, special counselling services are necessary in both the pre-adjustment and post-adjustment periods. In many cases the type of counselling used must include the entire family, because of the changes in life style and habits entailed. Without such services adjustment is less likely to be successful.

We have already referred, briefly, to the need to deal with the most disadvantaged in a region. The practical application of most manpower programs is based upon the maximum benefits being obtained for the costs incurred. As a result, the trainees selected are those individuals likely to show the most progress. This may be laudable in the context of efficient allocation of scarce resources, but it has the direct effect of neglecting the worst-off rural resident.

There appears to be very little opportunity for rural residents to train for other than primary industry employment. If it is honestly believed that rural residents should shift to urban-based employment, whether in the same region or elsewhere, then there must be adequate provision to train them in the skills demanded by urban industries. The predominantly male orientation of the manpower programs, and the utter lack of supportive functions for women are also of concern to the Council. The extent of this last disparity can be indicated by the enrollment of women in Manpower skill courses; this is demonstrably lower than their proportion in the labour force. In addition women desire more access to traditional male jobs. Existing programs do not encourage, and in many cases don't allow, them to take advantage of these opportunities.

It is obvious that there must be an expanding economy if there is to be any improvement in the position of the disadvantaged. Without such expansion, people engaged in training courses may be leap-frogged over the existing lower levels of the labour market. In addition, when there are no jobs available the learned skills are lost through lack of use and training becomes no more than a means of income support instead of the basis for a continuing improvement in economic participation and an improved level of income.

In any honest policy for development these manpower needs must be explicitly recognized and programs adapted to meet them. Human resources must be planned for as precisely as are all other factors, because there is a long lead time necessary to prepare people for new skills. Manpower programs must be of sufficient duration to meet the long-term needs of rural areas; they must not be used merely as short term remedies. In this long-term context, training, educational and social adjustment programs are simply means to assist people to take advantage of economic opportunities. They are not and must not become, ends in themselves.

## Human and Community Needs

This review has, to this point, concentrated upon the economic development aspect of the proposed commitment to rural Canada. There are, of course, social and equity aspects to such a commitment as well. In the Third Report and Review the Council defined some parameters of the inadequate level of services available to rural residents. It is not necessary to reiterate the inadequacies in social services, but the Council repeats and emphasizes that decent housing, health, education, and community facilities are the legitimate rights of all Canadians, wherever they live. For many rural areas this will mean that there must be an investment in much of the social infrastructure and facilities that urban residents take for granted.

There will inevitably be cases where economic activities, governmental decisions and developmental programs will adversely affect certain groups of people. In these cases, appropriate compensation and adjustment programs must be provided. The principles of social maintenance and compensation are already accepted in Canada, but these principles must be considered mandatory when changes are actively pursued.

## Central Information and Counselling Services

The various rural people whom the Council has met all agree that there are two serious shortcomings in government aid: the lack of a central comprehensive source of information and the lack of any co-ordination between government agencies. Whether it is a rural businessman seeking advice on application for a DREE grant, an individual looking for work, a family wishing to move, or a farmer wishing to expand, there is generally confusion over which of the multitude of agencies to approach and the lack of communication between them. The confusion becomes complete when different aspects of the same problem have to be dealt with by different agencies.

A few paragraphs above, we discussed the need for flexibility as an approach to rural business. In just the same way, if marketing, management, technical and financial services were available at a single delivery point rather than in a multiplicity of agencies, these programs too will unquestionably be far more effective. Similarly, an individual who needs training, or information on housing, transportation, or any other matters relating to his effort to relocate in a new job situation will undoubtedly be better served if he is only required to go to one source.

## Land Resource Preservation

In an earlier paragraph we noted that, although the predominant concern of the Council is with those rural areas which have too little productive economic activity to provide a healthy depth and permanence to the community, other rural areas may have more pressing needs of a different nature. In particular, because of the pressure of competing urban uses, the preservation of the land resource and the rural nature of certain areas is extremely important.

In the light of well-publicised projections of the rate of growth of the world's population, high quality agricultural land for food production is probably our most valuable possession. The preservation of farmland must be a primary concern for the future, although this should not necessarily mean preservation against all competitive uses. It should, however, prevent our land resources from being used wastefully because it is almost impossible to reverse the development for non-agricultural uses, once begun.

The first step in such a policy of land resource preservation is the development of guidelines for land use. These guidelines should confine urban expansion strictly to lands with a lower potential for agriculture; identify and preserve lands suitable for recreation and scenic beauty; and protect the best agricultural land in order to provide the needed agricultural stability. The techniques for developing such guidelines exist and should be used. The Canada Land Inventory continues to provide the basis for rating the capability of land for sustaining agricultural production, forestry, certain types of wildlife, and recreation. In addition, techniques for rating land for its capability for construction purposes, or for urbanization, have been developed. The consistent use of such techniques in providing a complete land inventory is invaluable for integrated land use planning and development.

We do not take the view that agriculture is entitled to all the best lands under any circumstances. Land is required for many other legitimate purposes such as recreation, highways, urbanization, etc. However, land for agricultural use must be of a higher quality; where possible, other uses than farming should be permitted only on lower quality land.

Flexibility for growth is another consideration in such planning; here it concerns the ease with which land can be transferred from one use to another. The general irreversibility of land use for other than agricultural purposes makes sustained farming the best means of using suitable lands until they are required for other uses. This ensures that the resource is productive and not merely left idle for speculative purposes. It is equally important that urban growth should be based on an integral process which envisages, plans, and controls the extension of services to new areas. In this sense, the use of lands for agricultural production while they await their eventual conversion to other uses is the least wasteful for society.

The benefits to be gained from such an approach to controlled urban growth are immense, particularly in the long run. It is obvious that, in its implementation, the weighing of the public good and the protection of individual rights are serious questions. It is also clear that the free market system, with its dominating short-term commercial interests, has not adequately provided for the public good. The rational planning of land use must increasingly find its way into the policies of governments at all levels.

## Conclusion

The diversity of rural Canada demands that policies and programs be flexible and remain responsive to the needs and initiatives of the regions and individuals concerned. This observation is paramount if the problems of rural Canada are to be met. The needs of rural residents, as expressed to the Council and as outlined in this chapter, can only be met if there is a serious acceptance of the commitment to rural Canada. This commitment will enable the governments and the rural people to jointly develop integrated and co-ordinated approaches to the redevelopment and revitalization of rural Canada. This effort can be a positive step toward reducing rural-urban disparities, which are equally as serious as regional disparities, and alleviating the pressure toward increased urban concentration.

The following chapter will outline specific recommendations for implementing this commitment. Although these recommendations are primarily directed towards government, at all levels, they are also addressed to all agencies, groups and individuals concerned with rural Canada.

## CHAPTER III

### SUMMARY AND RECOMMENDATIONS

In this Fifth Report and Review, the CCRD has attempted to focus on the degree of dissatisfaction and concern increasingly being expressed by rural Canadians in regard to their future, as seen in the perspective of the historical trends in economic forces and the self-perpetuating nature of these forces. These forces have created a process of rural depopulation and increasing urbanization which appears to be irreversible.

The effects of the historical pattern of growth and development have not been beneficial for a great many Canadians, whether rural or urban. Canadians are now demanding that some attention be paid to the social and economic costs inherent in the process of rural depopulation and urban expansion. Indeed, the inter-related phenomena of our more rapidly expanding cities and their associated problems on the one hand, and the problems of rural areas on the other hand, are causing increasing societal concern and demands for new approaches. The historical patterns of growth and development are no longer accepted by large segments of Canadians as inevitable; they demand, and are ready to initiate actions to create a more human environment.

In this climate of increasing public concern and awareness with regard to the future shape of the country, the CCRD urges all levels of government, and all development agencies, to make an explicit *Commitment to Rural Canada* and to adopt policies that would permit fuller development of rural resources and opportunities and the revitalization of the rural socio-economic structure.

In calling for such a commitment, the CCRD does not demand a return to the idealized past. Although the traditional role of rural areas as supplier of food remains and will remain important, the economic activities as well as the tastes and consumption patterns of rural residents have undergone profound changes as a result of the phenomenal growth of urban

centres and improvements in transportation and communication facilities. There cannot, therefore, be a prototype or typical rural area. What is implied in the commitment, therefore, is a developmental approach that will substantially increase the rural income and employment opportunities, to the extent that it will encourage rural living and preserve the rural environment.

While the basic elements of such policies are described in the preceeding chapter, the CCRD wishes to emphasize here that no policy or policies of rural development will be effective unless the process of governmental decision-making comes closer to rural people and becomes quickly and adequately responsive to their needs.

### Recommendations

1. The commitment to the redevelopment and revitalization of rural Canada must be accepted by all levels of government, not only for reasons of equity and social justice, but also for the long-run social and economic gains for Canada as a whole and for all Canadians.

The CCRD therefore recommends that:

*The government of Canada should make an explicit policy commitment for rural development. The Minister of Regional Economic Expansion in his revised approach to regional development should take the necessary initiative and measures to promote similar policy commitments by other development agencies.*

2. One of the most important elements in such a commitment is the recognition that rural people should have the opportunity to enjoy an acceptable level of living, and that this should include access to improved amenities and services: sewage and water facilities, recreation facilities, better education and manpower training, as well as improved housing. This is particularly important for the areas or groups who have been historically worse off in these amenities.

The CCRD therefore recommends that:

*The Minister of Regional Economic Expansion use ARDA and special area programs, as well as prevail upon other appropriate development agencies, to improve these basic facilities in rural areas.*

3. One of the strongest demands of rural people is that the development policies and the process of decision-making must be realistic and responsive to the needs, preferences and strengths of the rural communities.

The CCRD therefore recommends that:

*The federal government, in co-operation with the provinces and other agencies, should provide aid and encouragement to voluntary, sectoral and local development associations so that concerned rural people can participate in the identification of needs and opportunities, in the formulation of development programs, as well as in their implementation adapted to local needs.*

4. Adequate provision of assistance to rural enterprises is of crucial importance to any policy of rural development. Such assistance must be extended in a way that would meet the varied needs and the scale of enterprises encountered.

The CCRD therefore recommends that:

*DREE regional offices should be equipped to provide the following services:*

1. *outreaching and on-the-spot assistance to rural entrepreneurs, providing managerial and marketing assistance, advice, and consultation, to improve the viability and growth prospects of their enterprises;*
  2. *market research and development services that will enable rural businessmen to identify immediate and future market opportunities for their products or services;*
  3. *credit services to rural entrepreneurs at the same level and facility as available to urban entrepreneurs.*
5. Any realistic development of rural areas must be continuing; hence, it must be supported by the development of an inventory of resources, opportunities and needs of rural communities, to facilitate intelligent planning and choice of occupations. Much of this exists in the Canada Land Inventory, among other places.

The CCRD therefore recommends that:

*The regional administration of DREE, in conjunction with the provincial governments, should assist and encourage the development of such inventories in specific rural areas. Regional development councils or local development associations in the provinces must play important roles in this process.*

6. Education, upgrading and skill training facilities for rural people are necessary for success, whether in rural or regional development efforts. These facilities must be provided not only to prepare rural people for success in rural occupations but also to adequately prepare those who decide to move to urban employment. The range of manpower development programs should be wide and flexible enough to provide rural people with the wider economic horizon. Further simple social justice demands

that any program of human development must set greater emphasis on the up-grading and skill training of those who are most disadvantaged.

The CCRD studies indicate that, in general, manpower development programs have been of little benefit to rural people in their choice of economic activities.

The CCRD therefore recommends that:

*DREE take the initiative and assess the informational and training needs of all rural areas; then, in conjunction with the Department of Manpower and Immigration and the separate provincial governments, develop comprehensive programs to satisfy these needs, in order to fully utilize the potential and strength of the rural communities.*

7. In a policy of comprehensive rural redevelopment, aimed at a balanced rural-urban growth, the needs for wide-ranging manpower and adaptive skill training, and for adaptive technology and management, become critical issues.

The CCRD therefore recommends that:

*An Institute of Adaptive Technology and Management be established in Canada to ensure the development of such adaptive technology and management and its provisions, on a continuing basis, to rural entrepreneurs.*

This institute would specifically concern itself with the development and application of technology and managerial forms, adapted to small and intermediate scale enterprises, which would improve the efficiency and viability of existing rural business, as well as encourage the development of new enterprises and industries based on opportunities and potentials in rural areas.

8. Co-operative action in Canada has historically been initiated and centred in rural areas; but in recent years there has been little development in this field. The CCRD believes that co-operative activities can be an important instrument for the development of rural resources and the revitalization of the rural socio-economic structure.

The CCRD therefore recommends that:

*The Co-operative Movement explore all relevant applications of co-operative action in promoting rural enterprises and development. Government should assist the various modes of co-operative action which would benefit the economic development of rural areas.*

9. The phenomenal growth in urban population is exerting destructive pressure upon the rural landscape and the traditional rural occupations in areas surrounding urban centres. This is particularly true in the St. Lawrence lowlands in the east and in the lower mainland region of British Columbia in the west. In other areas, although such pressures are markedly less severe, there is considerable loss of rural land assets due to non-resident ownership or uncontrolled cottage development for urban dwellers. The CCRD believes these pressures can be accommodated in an orderly fashion.

The CCRD therefore recommends that:

*Regional development policies incorporate specific guidelines for optimum land use. These guidelines should: control and direct urban expansion to lands with low potential for agriculture; protect lands suitable for recreation and scenic beauty; and preserve the best agricultural land for the production of food, which in the international context is becoming increasingly important.*

These recommendations are largely based on popular demand, particularly in rural areas; the CCRD strongly believes that policies based on these recommendations will not only revitalize the rural economy and rural life, but also, in the light of the predictable socio-economic trends, progressively lead this country towards a more balanced rural-urban growth and spatial distribution of population.



## APPENDIX "A"

### ISO-DEMOGRAPHIC MAPS



## POPULATION MAPS

There are a number of ways to indicate population density relative to geographic areas. Conventional maps rely on symbols of varying weight. Tables and graphs can also illustrate population concentrations and characteristics.

An imaginative attempt to demonstrate population concentration involves the use of isodemographic maps, first developed in Canada for the Department of the Environment. These are maps in which the unit of measurement is people, not space or distance.

The isodemographic process provides a dramatic means of comprehending the effect of population concentration in major urban centres. The attempt is to show population reality within a still recognizable geographic entity.

In the two maps enclosed, a number of urban communities are shown approximately as they appear now in terms of population density relative to surrounding areas and as they will appear in 2001, if present growth trends continue.

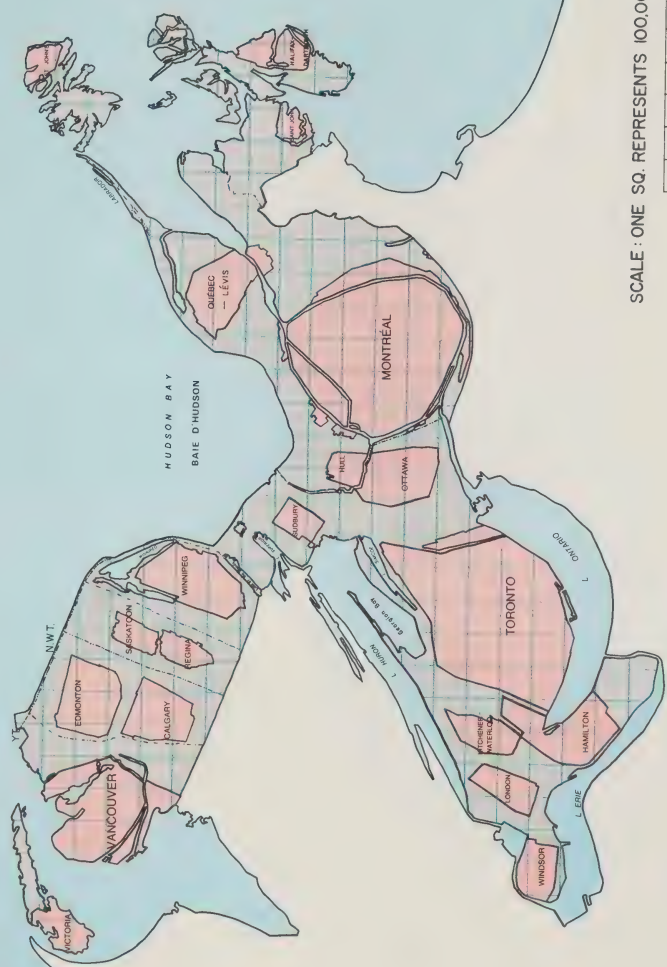
The grid on both maps is designed to show 100,000 people per square, whether in the designated urban centres or not. In this way, the changing size of the communities and the influence of their populations can be illustrated. The 1971 map is considerably smaller than the map for 2001. By using the same scale for both maps the growth in size of the urban centres, and urban Canada generally, can be readily grasped.

Do not look for spatial reality in these maps. It does not exist. But population reality does and it is this effect which is demonstrated.



# POPULATION MAP OF CANADA CARTE DEMOGRAPHIQUE DU CANADA

1971



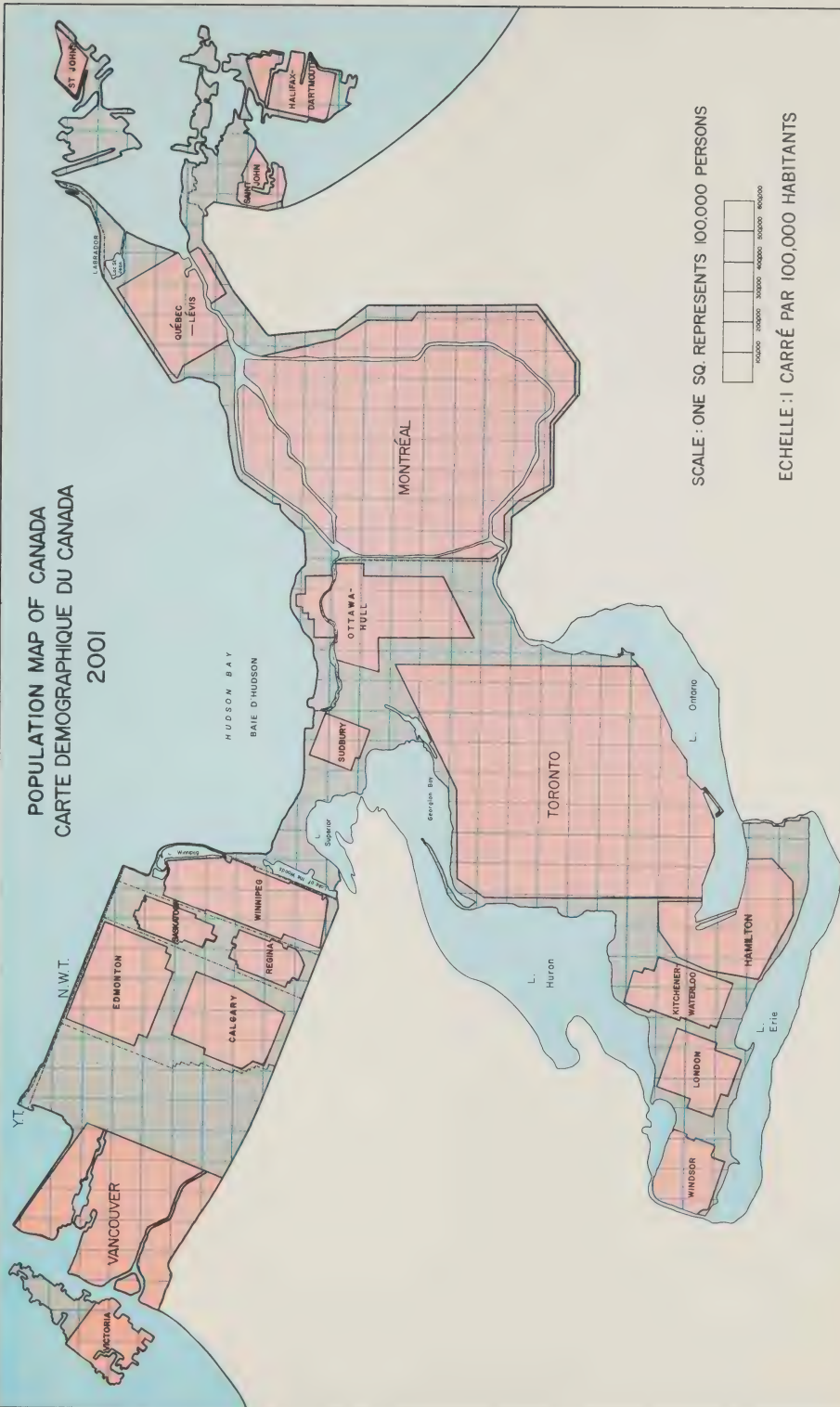
SCALE : ONE SQ. REPRESENTS 100,000 PERSONS



ECHELLE : 1 CARRÉ PAR 100,000 HABITANTS



# POPULATION MAP OF CANADA CARTE DEMOGRAPHIQUE DU CANADA 2001



SCALE: ONE SQ. REPRESENTS 100,000 PERSONS



ECHELLE: 1 CARRÉ PAR 100,000 HABITANTS



## APPENDIX "B"

### STATISTICAL TABLES



TABLE I: POPULATION - TOTAL, URBAN AND RURAL. CANADA AND PROVINCES, 1951-1971

	A.P.	Nfld.	P.E.I.	N.S.	N.B.	QUE.	ONT.	PRAIRIE	MAN.	SASK.	ALTA.	B.C.	CANADA
1951 TOTAL	1,618,126	361,416	98,429	642,584	515,697	4,055,681	4,597,542	2,547,770	776,541	831,728	939,501	1,165,210	14,009,429
URBAN	739,322	154,795	24,685	344,831	215,011	2,697,318	3,251,099	1,141,725	439,580	252,470	449,675	793,471	8,628,253
RURAL	878,804	206,621	73,744	297,753	300,686	1,358,363	1,346,443	1,406,045	336,961	579,258	489,826	371,739	5,881,176
1956 TOTAL	1,763,692	415,074	99,285	694,717	554,616	4,628,378	5,404,933	2,853,821	850,040	880,665	1,123,116	1,398,464	16,080,791
URBAN	869,106	185,252	30,470	399,094	254,290	3,240,838	4,102,919	1,468,410	510,583	322,003	635,824	1,026,467	10,714,855
RURAL	894,586	229,822	68,815	295,623	300,326	1,387,540	1,302,014	1,385,411	339,457	558,662	487,292	371,997	5,365,936
1961 TOTAL	1,897,425	457,853	104,629	737,007	597,936	5,259,211	6,236,092	3,178,811	921,686	925,181	1,331,944	1,629,082	18,238,247
URBAN	944,454	232,020	33,909	400,512	278,013	3,906,404	4,823,529	1,830,109	588,807	398,091	843,211	1,181,925	12,700,390
RURAL	952,971	225,833	70,720	336,495	319,923	1,352,807	1,412,563	1,348,702	332,879	527,090	488,733	447,157	5,537,857
1966 TOTAL	1,974,758	493,396	108,535	756,039	616,788	5,780,845	6,960,870	3,381,613	963,066	955,344	1,463,203	1,873,674	20,014,880
URBAN	1,057,568	266,689	39,747	438,907	312,225	4,525,114	5,593,440	2,121,782	646,048	468,327	1,007,407	1,410,493	14,726,759
RURAL	917,190	226,707	68,788	317,132	304,563	1,255,731	1,367,430	1,259,831	317,018	497,017	455,796	463,181	5,288,121
1971 TOTAL	2,057,260	522,105	111,640	788,960	634,555	6,027,765	7,703,105	3,542,360	988,245	926,240	1,627,875	2,184,620	21,568,310
URBAN	1,150,135	298,800	42,780	447,405	361,150	4,861,240	6,343,630	2,373,325	686,445	490,630	1,196,250	1,654,405	16,410,785
RURAL	907,130	223,305	68,860	341,555	273,410	1,166,520	1,359,475	1,169,030	301,800	435,610	431,620	530,215	5,157,525

Sources: 1951 - Census of Canada, Volume 1

1956 - Census of Canada, Volume 1

1961 - Census of Canada, Volume 1.1

1966 - STC Catalogue 92-608

1971 - STC Catalogue 97,755

TABLE II: POPULATION GROWTH IN CANADA AND PROVINCES 1951 - 1971 (in Percentage)

	TOTAL POPULATION			TOTAL URBAN POPULATION			TOTAL RURAL POPULATION			TOTAL RURAL FARM POPULATION			TOTAL RURAL NON FARM POPULATION		
	Percent Change	Average Annual Growth	Percent Change	Percent Change	Average Annual Growth	Percent Change	Percent Change	Average Annual Growth	Percent Change	Percent Change	Average Annual Growth	Percent Change	Percent Change	Average Annual Growth	Average Annual Growth
Newfoundland	44.46	1.9	93.03	3.3	8.07	0.4	-70.72	-6.0	14.44	1.9					
Prince Edward Island	13.42	0.6	73.32	2.8	- 6.62	-0.3	-54.81	-4.0	76.86	2.9					
Nova Scotia	22.78	1.0	29.75	1.3	14.71	0.7	-76.57	-7.0	69.86	2.7					
New Brunswick	23.05	1.0	67.97	2.6	- 9.07	-0.5	-82.40	-8.3	59.99	2.4					
Quebec	48.62	2.0	80.22	3.0	-14.12	-0.8	-60.19	-4.5	45.61	1.9					
Ontario	67.55	2.6	95.12	3.4	0.97	0.0	-46.37	-3.1	48.99	2.0					
Manitoba	27.26	1.2	56.16	2.3	-10.43	-0.5	-39.18	-2.5	39.88	1.7					
Saskatchewan	11.36	0.5	94.33	3.4	-24.80	-1.4	-41.41	-2.6	11.77	0.6					
Alberta	73.27	2.8	166.03	5.0	-11.90	-0.6	-30.57	-1.8	30.51	1.3					
British Columbia	87.49	3.2	108.50	3.7	42.63	1.8	-33.11	-2.0	74.43	2.8					
Canada	53.96	2.2	90.20	3.3	- 4.16	-0.2	-49.79	-3.4	54.21	2.2					

Sources: 1951 - Census of Canada, Volume 1  
1971 - STC Catalogue 97-755



TABLE IV: MIGRATION AND MIGRATION RATES: THE REGIONS OF CANADA, 1951 - 1972

YEAR	A. P.		Nfld.		N. S.		N. B.		P. E. I.		QUE.		ONT.	
	MIGRATION	Net Rate (000)	MIGRATION	Net Rate (000)	MIGRATION	Net Rate (000)	MIGRATION	Net Rate (000)	MIGRATION	Net Rate (000)	MIGRATION	Net Rate (000)	MIGRATION	Net Rate (000)
1951	-13.2	-8.2	0.6	1.7	-6.7	-10.4	-7.7	-14.9	0.6	6.1	-0.1	-0.0	58.9	12.8
1952	0.9	0.5	3.6	9.6	-1.2	-1.8	-1.3	-2.5	-0.2	-2.0	29.6	7.1	115.4	24.1
1953	-8.5	-5.1	-1.0	-2.6	-2.2	-3.3	-4.6	-8.6	-0.7	-6.9	3.5	0.8	72.4	14.7
1954	-8.5	-5.0	1.5	3.8	-3.0	-4.5	-5.1	-9.4	-1.9	-18.8	21.4	4.9	85.7	16.8
1955	-11.2	-6.5	0.0	0.0	-3.0	-4.4	-5.5	-10.1	-2.7	-27.0	28.5	6.3	56.8	10.8
1956	-10.8	-6.1	-2.3	-5.5	-1.6	-2.3	-4.3	-7.8	-2.6	-26.2	13.1	2.8	46.6	8.6
1957	-16.7	-9.4	-2.8	-6.6	-7.1	-10.1	-4.8	-8.5	-2.0	-20.2	36.0	7.5	130.5	23.2
1958	-13.3	-7.3	-3.9	-9.0	-5.2	-7.3	-3.4	-6.0	-0.8	-8.0	29.8	6.1	82.5	14.2
1959	-6.4	-3.5	-2.6	-5.9	-2.6	-3.6	-0.6	-1.0	-0.6	-5.9	14.8	2.9	43.1	7.2
1960	-14.4	-7.7	-4.9	-10.9	-5.0	-6.9	-4.8	-8.1	0.3	2.9	13.6	2.6	35.9	5.9
1961	-8.2	-4.3	-2.1	-4.6	-3.0	-4.1	-2.8	-4.7	-0.3	-2.9	14.9	2.8	16.1	2.6
1962	-11.0	-5.7	-2.5	-5.3	-4.5	-6.0	-4.7	-7.8	0.7	6.5	12.9	2.4	11.1	1.7
1963	-20.0	-10.3	-4.0	-8.4	-7.7	-10.3	-7.4	-12.2	-0.9	-8.3	12.3	2.2	26.3	4.1
1964	-23.6	-12.1	-5.1	-10.6	-8.6	-11.4	-9.0	-14.7	-0.9	-8.3	9.1	1.6	47.9	7.2
1965	-24.7	-12.6	-6.5	-13.3	-10.3	-13.6	-6.2	-10.1	-1.7	-15.6	10.7	1.9	61.7	9.1
1966	-24.4	-12.4	-6.0	-12.2	-9.5	-12.6	-7.1	-11.5	-1.8	-16.6	18.9	3.3	90.0	12.9
1967	-14.4	-7.2	-5.0	-10.0	-4.2	-5.5	-4.6	-7.4	-0.6	-5.5	14.8	2.5	90.3	12.7
1968	-5.0	-2.5	-2.7	-5.3	-0.3	-0.4	-2.0	-3.2	0.0	0.0	4.7	0.8	64.1	8.8
1969	-4.7	-2.3	-1.8	-3.5	0.9	1.2	-3.8	-5.9	-0.1	-0.9	0.2	0.0	51.2	6.9
1970	-17.4	-9.5	-7.2	-13.9	-0.4	-0.5	-7.8	-12.4	-2.0	-18.2	-21.5	-3.6	90.5	12.0
1971	-4.0	-1.9	-4.2	-8.0	-1.0	-1.3	0.6	0.9	0.6	5.4	-36.4	-6.0	72.3	9.4
1972	-0.3	-0.1	-0.1	-0.2	-1.7	-2.1	1.1	1.7	0.3	2.7	-22.6	-3.7	59.9	7.6

Continued

Continued

TABLE IV: MIGRATION AND MIGRATION RATES: THE REGIONS OF CANADA 1951-1972

YEAR	PRAIRIE			MAN.			SASK.			ALTA.			B.C.			CANADA		
	MIGRATION			MIGRATION			MIGRATION			MIGRATION			MIGRATION			MIGRATION		
	Net (000)	Rate of		Net (000)	Rate of		Net (000)	Rate of		Net (000)	Rate of		Net (000)	Rate of		Net (000)	Rate of	
1951	-13.4	- 5.3		- 4.2	- 5.4		-16.7	-20.1		7.5	8.0		12.4	10.6		45.1	10.6	3.2
1952	16.2	6.2		7.6	9.5		- 4.2	- 5.0		12.8	13.2		22.7	13.8		184.2	12.7	12.7
1953	15.0	5.6		3.0	3.7		1.6	1.9		16.4	16.2		24.5	19.6		106.4	19.6	7.2
1954	13.2	4.8		- 1.1	- 1.3		- 5.9	6.8		20.2	19.1		26.8	20.7		140.0	20.7	9.2
1955	- 5.2	- 1.9		0.5	0.6		-13.6	-15.5		7.9	7.2		26.5	19.7		96.4	19.7	6.1
1956	-13.8	- 4.8		- 4.2	- 4.9		-14.9	-16.9		5.3	4.7		34.5	24.7		71.2	24.7	4.4
1957	- 7.7	- 2.6		- 3.0	- 3.5		-18.2	-20.7		13.5	11.6		59.8	40.4		200.5	40.4	12.1
1958	6.0	2.0		- 2.0	- 2.3		- 5.9	- 6.6		13.9	11.5		30.0	19.5		136.1	19.5	8.0
1959	13.3	4.4		1.4	1.6		- 1.4	- 1.5		13.3	10.7		3.8	2.4		68.5	2.4	3.9
1960	2.6	0.8		- 0.7	- 0.8		- 9.6	-10.5		12.9	10.0		9.1	5.7		47.7	5.7	2.7
1961	4.3	1.4		- 0.1	- 0.1		- 6.6	7.1		11.0	8.3		2.3	1.4		29.6	1.4	1.6
1962	- 5.7	- 1.8		- 1.4	- 1.5		-11.7	-12.6		7.4	5.4		7.4	4.5		15.6	4.5	0.8
1963	-11.4	- 3.5		- 2.2	- 2.3		-13.4	-14.4		4.2	3.0		15.5	9.1		22.5	9.1	1.2
1964	-13.0	- 4.2		- 4.7	- 4.9		- 7.0	- 7.4		- 1.3	-0.9		24.7	14.2		44.9	14.2	2.3
1965	-19.4	- 5.5		- 7.5	- 7.8		- 6.5	- 6.8		- 5.4	-3.7		32.7	18.2		58.6	18.2	3.0
1966	-28.3	- 8.4		-13.1	-13.6		- 6.9	- 7.2		- 8.3	-5.7		60.1	32.1		117.2	32.1	5.9
1967	-14.0	- 4.1		- 9.8	-10.2		- 9.6	-10.0		5.4	3.6		54.5	28.0		130.9	28.0	6.4
1968	4.5	1.3		- 1.4	- 1.4		- 7.5	- 7.8		13.4	8.8		41.7	20.8		109.6	20.8	5.3
1969	0.4	0.1		- 1.8	- 1.8		-12.5	-13.0		14.7	9.4		39.6	19.2		87.4	19.2	4.2
1970	-17.8	- 5.1		- 6.0	- 6.1		-26.4	-28.1		14.6	9.2		49.3	23.2		85.2	23.2	4.0
1971	-18.1	- 5.1		- 5.4	- 5.5		-23.8	-25.7		11.1	6.8		37.1	17.0		53.9	17.0	2.5
1972	-18.8	- 5.3		- 6.6	- 6.7		-18.3	-20.0		6.1	3.7		45.7	20.3		65.6	20.3	3.0

Source: D.B.S. Vital Statistics, Catalogue 84-202

TABLE V: LABOUR FORCE DISTRIBUTION BY MAJOR INDUSTRY GROUP\*, 1931-61

Industry	1931		1941		1951		1961	
	Number 000's	Per cent	Number 000's	Per cent	Number 000's	Per cent	Number 000's	Per cent
Total civilian labour force	3,917.6	100.0	4,196.0	100.0	5,214.9	100.0	6,342.3	100.0
Primary	1,293.3	33.0	1,320.6	31.5	1,111.7	21.3	903.3	14.2
Agriculture	1,124.0	28.7	1,082.3	25.8	827.2	15.9	640.4	10.1
Forestry & Fishing	97.5	2.5	145.0	3.5	180.6	3.5	143.6	2.3
Mining	71.8	1.8	93.3	2.2	103.9	2.0	119.3	1.9
Secondary	1,093.5	27.9	1,209.9	28.8	1,717.1	32.9	1,963.1	31.0
Manufacturing	800.0	20.4	983.9	23.4	1,364.7	26.2	1,494.7	23.6
Construction	293.5	7.5	226.0	5.4	352.4	6.7	468.4	7.4
Tertiary	1,530.4	39.1	1,657.4	39.5	2,328.8	44.7	3,344.1	52.7
Electricity, Gas & Water	28.1	0.7	25.9	0.6	62.0	1.2	70.5	1.1
Transportation & Communication	317.0	8.1	292.3	7.0	433.5	8.3	500.2	7.9
Trade	395.6	10.1	468.4	11.2	711.3	13.6	931.8	14.7
Finance	93.1	2.4	90.4	2.2	144.2	2.8	229.7	3.6
Community & Business Service	251.4	6.4	277.7	6.6	431.2	8.3	764.4	12.1
Government Service	100.8	2.6	117.2	2.8	203.5	3.9	363.3	5.7
Recreation Service	18.8	0.5	17.7	0.4	28.7	0.6	39.8	0.6
Personal Service	325.6	8.3	367.9	8.8	314.4	6.0	444.4	7.0
Industry not stated	0.5	0.0	8.0	0.2	57.2	1.1	132.0	2.1

Source: Noah M. Meltz, Changes in the Occupational Distribution of the Canadian Labour Force, 1931-61, (Ottawa, 1965), Table A-5.

\* Figures for 1961 differ between Tables V and VI due to the use of different bases for their calculations. Table V uses labour force distribution and Table VI distribution of employed persons. The historical patterns are still evident.

TABLE VI: INDUSTRY: EMPLOYED BY INDUSTRIES\* (per cent)

All Industries	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Primary	14.2	13.5	12.9	12.4	12.0	10.8	9.47	10.1	9.65	9.23	9.1
Agriculture	11.2	10.6	10.2	9.5	8.7	7.7	7.07	7.2	6.87	6.48	6.3
Forestry	1.4	1.2	1.2	1.2	1.1	1.1		1.1	1.0	0.9	0.89
Fishing & Trapping	0.3	0.4	0.4	0.4	0.3	0.3	2.4	0.3	0.3	0.25	0.27
Mines, Quarries, Oil Wells	1.3	1.3	1.1	1.3	1.9	1.7		1.5	1.5	1.6	1.6
Secondary	30.2	30.4	30.7	31.2	30.5	31.6	30.6	29.5	29.6	28.7	28.3
Manufacturing	24.0	24.1	24.3	25.0	23.8	24.5	24.4	23.3	23.4	22.7	22.2
Construction	6.2	6.3	6.4	6.2	6.7	7.1	6.2	6.2	6.2	6.0	6.1
Tertiary	55.5	56.1	56.4	56.4	57.4	57.6	59.9	60.3	60.77	62.0	62.6
Transportation, Communication & Other											
Utilities	9.3	9.4	9.4	8.9	9.0	8.8	8.9	8.9	8.9	8.8	8.7
Trade	16.9	16.9	16.7	16.7	16.7	16.2	16.6	16.7	16.6	16.7	16.5
Finance, Insurance & Real Estate	3.9	4.0	4.0	4.0	4.1	4.2	4.3	4.3	4.5	4.6	4.8
Community, Business & Personal Service	19.5	20.0	20.5	21.0	21.7	22.8	24.1	24.3	24.6	25.7	26.2
Public Administration & Defence	5.9	5.8	5.8	5.7	5.9	5.6	6.0	6.1	6.1	6.2	6.4

Source: Canada Special Table, 12 month - average, Special Surveys Division, Statistics Canada, 9712-503.

\* Refer to Table V

TABLE VII: EMPLOYED BY OCCUPATION (per cent)

	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971
All Occupations	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
White Collar	39.8	40.5	40.4	40.6	41.1	42.4	42.6	43.9	44.5	45.5	46.1
Managerial	9.2	9.3	9.2	9.2	9.3	9.2	9.4	9.5	9.6	10.0	9.8
Professional & Technical	9.9	10.6	10.6	10.6	11.4	12.7	12.4	13.0	13.3	13.6	14.1
Clerical	13.3	13.3	13.4	13.4	13.4	13.9	14.0	14.6	14.8	14.8	15.1
Sales	7.4	7.3	7.2	7.4	7.0	6.6	6.8	6.8	6.8	7.1	7.1
Blue Collar	29.2	29.5	29.7	29.5	30.1	31.2	30.4	29.4	29.6	29.1	28.4
Labourers & Unskilled Workers	5.0	4.8	4.8	4.9	4.9	4.7	4.3	4.1	4.1	4.0	4.3
Craftsmen, Production, Process & Related Workers	24.2	24.7	24.9	24.6	25.2	26.5	26.1	25.3	25.5	25.1	24.1
Primary	13.5	11.5	12.2	11.6	10.9	9.8	9.5	9.1	8.5	8.1	7.8
Farmers & Farm Workers	11.3	10.6	10.3	9.6	8.7	7.8	7.6	7.3	6.9	6.5	6.3
Loggers & Related Workers	1.4	0.9	0.9	0.9	0.8	0.8	0.7	0.7	0.7	0.6	0.5
Fishermen, Trappers & Hunters											
Miners, Quarrymen & Related Workers	0.8	0.7	0.6	0.7	1.1	0.9	0.8	0.8	0.7	0.7	0.7
Transportation & Communication	6.7	6.5	6.4	6.4	6.3	5.6	5.6	5.5	5.3	5.3	5.3
Service and Recreation	10.9	10.9	11.1	10.6	11.5	11.0	11.8	12.0	12.0	12.3	12.3

Source: Canada Special Table, 12 month - averages, Special Surveys Division, Bureau of Statistics, Statistics Canada, 9712-503.

## APPENDIX "C"

### COMPOSITION OF THE CANADIAN COUNCIL ON RURAL DEVELOPMENT



EXECUTIVE COMMITTEE MEMBERS

CHAIRMAN	Dr. W.A. Jenkins
VICE-CHAIRMAN	Prof. Jane A. Abramson
DIRECTORS	Dr. Helen C. Abell Mr. Gavin Henderson Dr. Marcel Daneau Mr. Donald Snowden Dr. Norman H. Morse

SECRETARIAT

EXECUTIVE DIRECTOR	Mr. Gerald Steele
ASSISTANT EXECUTIVE DIRECTOR	Mr. M. Jalaluddin
RESEARCH OFFICER	Mr. Peter C. Jacobs
ADMINISTRATIVE OFFICER	Mrs. Laurette Dion

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ABELL, Dr. Helen C.  
National Council of Women of Canada

ATKINSON, Mr. Roy  
President  
National Farmers Union

BAETZ, Mr. Reuben  
Executive Director  
Canadian Council on Social Development

BARBIN, Mr. Gérard  
Director General  
Institut coopératif Desjardins

CARTER, Mr. T.R.  
Manager  
Canadian Water Resources Association

CLARK, Mrs. C.E.  
Canadian Association in Support of the  
Native Peoples

CRYDERMAN, Mr. Fenton  
The Co-operative Union of Canada

FULTON, Mrs. Marion  
Honorary President  
Federated Women's Institutes of Canada

HENDERSON, Mr. Gavin  
Executive Director  
National & Provincial Parks Association  
of Canada

HODGE, Mr. Gordon  
Executive Director  
Canadian Association for Adult Education

JENKINS, Dr. W.A.  
Atlantic Provinces Economic Council

LAFOREST, M. René  
Member  
Institut canadien d'éducation des adultes

LEGARE, Mr. F.-X.  
Regional Director  
Confédération des syndicats nationaux

LOVE, Mr. D.V.  
Canadian Forestry Association

MACEACHERN, Dr. Gordon A.  
President  
Agricultural Economics Research  
Council of Canada

MUNRO, Mr. Charles G.  
President  
Canadian Federation of Agriculture

NEAL, Mr. W. Scott  
Canadian Chamber of Commerce

NOUSIAINEN, Mr. Seppo  
Assistant Research Director  
Canadian Labour Congress

O'BRIEN, Mr. C. Gordon  
Fisheries Council of Canada

WILSON, Mr. M.R.  
Canadian Wildlife Federation

VACANT  
L'Union des producteurs agricoles

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Chairman  
Continuing Education Program  
College of Education  
University of Saskatchewan

BREWIS, Dr. T.N.  
Director  
School of Commerce  
Carleton University

DANEAU, Dr. Marcel  
Vice-Rector  
Laval University

DEITER, Mr. Walter P.  
Regina  
Saskatchewan

KIRK, Mr. David  
Executive Secretary  
The Canadian Federation of Agriculture

MACNEIL, Most Rev. J.N.  
Archbishop of Edmonton

MORSE, Dr. Norman H.  
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University of Guelph

SNOWDEN, Mr. Donald  
Director of Extension Service  
Memorial University of Newfoundland

APPENDIX "D"

STUDIES MADE BY  
THE CANADIAN COUNCIL  
ON RURAL DEVELOPMENT



STUDIES MADE BY  
THE CANADIAN COUNCIL ON RURAL DEVELOPMENT

1. First Report and Review, Queen's Printer, Ottawa, December 1967.
2. Second Report and Review - Some Major Problems of Regional Development, Queen's Printer, Ottawa, September 1968.
3. Third Report and Review - Rural Canada 1970: Prospects and Problems, Information Canada, Ottawa, 1970.
4. Fourth Report and Review - Towards a Development Strategy for Canada, Information Canada, Ottawa, 1972.
5. Views on Rural Development in Canada, William M. Nicholls, Special Study No. 1, Queen's Printer, Ottawa, 1967.
6. ARDA: An Experiment in Development Planning, James N. McCorie, Special Study No. 2, Queen's Printer, Ottawa, 1969.
- \* 7. Report of a Seminar at Geneva Park, Orillia, Ontario - (on grass-roots views on rural development issues), Ottawa, 1969.
- \* 8. Participation and Regional Planning, Guy Bourassa, CCRD, 1969.
- \* 9. Brief Submitted by the CCRD to the Special Senate Committee on Poverty, Ottawa, 1970.
- \* 10. Statement Submitted by the CCRD to the Canadian Agricultural Congress, Ottawa, 1970.
- \* 11. Brief Submitted by the CCRD at the Public Hearing on Fundy National Park, 1970.
- \*\* 12. Poverty, Regions, and Change - A compendium of essays and the proceedings of the 1970 Winnipeg Conference on Rural and Regional Development Policy Issues - Jointly sponsored by CCRD and Canadian Economics Association, 1974.
- \* 13. Resettlement Policies in Newfoundland, Parzival Copes, CCRD, 1972.
- \*\* 14. Local Development Associations in Canada - a CCRD Special Study, 1974.

- \* 15. Community Development Associations in Newfoundland, Bernard Brown, CCRD, 1972.
- \* 16. Development and Communications: A Canadian Perspective, Hawley Black, CCRD, 1972.
- \* 17. A Report on the Joint meeting of CCRD at Moncton with Resource People and Local Leaders from the Province of New Brunswick.
- \* 18. A Report on the Joint meeting of CCRD at Winnipeg with Resource People and Local Leaders from the Province of Manitoba.
- \*\* 19. Tourism & Outdoor Recreation - Impact on Rural Development
- \*\* 20. Manpower Policies and Programs in Rural Canada

NOTE:

- \* Studies for public distribution on request
- \*\* Publications to come out in 1974

12. \*\* Pauvreté, régions et évolution - Recueil d'essais et compte rendu de la conférence de Winnipeg de 1970 sur des questions de politique de développement rural et régional - Patronné conjointement par le CCAR et l'Association canadienne d'économique, 1974.
13. \* La réinstallation des agglomérations de pêcheurs à Terre-Neuve, Parizval Copes, CCAR, 1972.
14. \*\* Les associations de développement locales au Canada - Etude spéciale du CCAR, 1974.
15. \* Les associations de développement communautaires à Terre-Neuve, Bernard Brown, CCAR, 1972.
16. \* Le développement et les communications: l'approche canadienne, Hawley Black, CCAR, 1972.
17. \* Rapport sur l'assemblée commune du CCAR et des agents des ressources et dirigeants locaux de la province du Nouveau-Brunswick, à Moncton.
18. \* Rapport sur l'assemblée commune du CCAR et des agents des ressources et dirigeants locaux de la province du Manitoba, à Winnipeg.
19. \*\* Tourisme et loisirs de plein air - Incidence sur l'aménagement rural.
20. \*\* Politiques et programmes de main-d'oeuvre dans le Canada rural.

## OBSERVATION:

\* Etudes disponibles sur demande

\*\* A paraître au cours de 1974.

ETUDES EFFECTUÉES PAR  
LE CONSEIL CANADIEN D'AMÉNAGEMENT RURAL

1. Premier rapport et exposé, Imprimeur de la Reine, Ottawa, décembre 1967.
2. Deuxième rapport et exposé - Quelques problèmes majeurs que pose l'aménagement régional, Imprimeur de la Reine, Ottawa, septembre 1968.
3. Troisième rapport et exposé - Le Canada rural 1970: perspectives et problèmes, Information Canada, Ottawa, 1970.
4. Quatrième rapport et exposé - Vers une stratégie de développement pour le Canada, Information Canada, Ottawa, 1972.
5. Le développement rural au Canada, William M. Nicholls, étude spéciale n°1, Imprimeur de la Reine, Ottawa, 1967.
6. L'ARDA: une expérience de planification du développement, James N. McCorie, étude spéciale n°2, Imprimeur de la Reine, Ottawa, 1969.
7. Rapport du Séminaire tenu au Geneva Park, Orillia (Ontario) - (des discussions publiques sur les problèmes de développement rural), Ottawa, 1969.
8. Étude sur la participation et la planification régionales, Guy Bourassa, CCAR, 1969.
9. Mémoire soumis par le Conseil canadien de l'aménagement rural au Comité spécial du Sénat sur la pauvreté, Ottawa, 1970.
10. Exposé présenté par le Conseil canadien de l'aménagement rural au congrès de l'agriculture canadienne, Ottawa, 1970.
11. \* Mémoire présenté par le CCAR lors de l'audition publique sur le parc national de Fundy, 1970.



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Présidente honoraire,

Federated Women's Institutes of Canada

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COMPOSITION DU CONSEIL  
CANADIEN DE  
L'AMÉNAGEMENT RURAL

TABLEAU VII

Personnes employées par profession, en pourcentage.

	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971
<i>Toutes professions</i>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Travailleurs intellectuels	39.8	40.5	40.4	40.6	41.1	42.4	42.6	43.9	44.5	45.5	46.1
Gestion	9.2	9.3	9.2	9.2	9.3	9.2	9.4	9.5	9.6	10.0	9.8
Professions libérales & techniques	9.9	10.6	10.6	10.6	11.4	12.7	12.4	13.0	13.3	13.6	14.1
Employés de bureau	13.3	13.3	13.4	13.4	13.4	13.9	14.0	14.6	14.8	14.8	15.1
Personnel de vente	7.4	7.3	7.2	7.4	7.0	6.6	6.8	6.8	6.8	7.1	7.1
Travailleurs manuels	29.2	29.5	29.7	29.5	30.1	31.2	30.4	29.4	29.6	29.1	28.4
Manœuvres et ouvriers non qualifiés	5.0	4.8	4.8	4.9	4.9	4.7	4.3	4.1	4.1	4.0	4.3
Artisans, travailleurs à la production, transformation et activités connexes	24.2	24.7	24.9	24.6	25.2	26.5	26.1	25.3	25.5	25.1	24.1
Industries primaires	13.5	11.5	12.2	11.6	10.9	9.8	9.5	9.1	8.5	8.1	7.8
Agriculteurs et ouvriers agricoles	11.3	10.6	10.3	9.6	8.7	7.8	7.6	7.3	6.9	6.5	6.3
Bûcherons et activités connexes	1.4	0.9	0.9	0.9	0.8	0.8	0.7	0.7	0.7	0.6	0.5
Pêcheurs, trappeurs et chasseurs	-	0.3	0.4	0.4	0.3	0.3	0.4	0.3	0.3	0.3	0.3
Mineurs, carriers et activités connexes	0.8	0.7	0.6	0.7	1.1	0.9	0.8	0.8	0.7	0.7	0.7
Transports et communications	6.7	6.5	6.4	6.4	6.3	5.6	5.6	5.5	5.3	5.3	5.3
Services et loisirs	10.9	10.9	11.1	10.6	11.5	11.0	11.8	12.0	12.0	12.3	12.3

Source: Tableau spécial du Canada pour 12 mois - moyenne, Division des enquêtes spéciales, Bureau des Statistiques, Statistique Canada, 9712-503.

TABLEAU VI

Industrie: Personnes employées par industrie\*. En pourcentage.

	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971
<i>Toutes industries</i>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Industries primaires	14.2	13.5	12.9	12.4	12.0	10.8	9.47	10.1	9.65	9.23	9.1
Agriculture	11.2	10.6	10.2	9.5	8.7	7.7	7.07	7.2	6.87	6.48	6.3
Exploitation forestière	1.4	1.2	1.2	1.2	1.1	1.1	-	1.1	1.0	0.9	0.89
Pêche et chasse	0.3	0.4	0.4	0.4	0.3	0.3	2.4	0.3	0.3	0.25	0.27
Mines, carrières, puits pétrole	1.3	1.3	1.1	1.3	1.9	1.7	-	1.5	1.5	1.6	1.6
Industries secondaires	30.2	30.4	30.7	31.2	30.5	31.6	30.6	29.5	29.6	28.7	28.3
Fabrication	24.0	24.1	24.3	25.0	23.8	24.5	24.4	23.3	23.4	22.7	22.2
Construction	6.2	6.3	6.4	6.2	6.7	7.1	6.2	6.2	6.2	6.0	6.1
Industries tertiaires	55.5	56.1	56.4	56.4	57.4	57.6	59.9	60.3	60.77	62.0	62.6
Transports, communications et autres services publics	9.3	9.4	9.4	8.9	9.0	8.8	8.9	8.9	8.9	8.8	8.7
Commerce	16.9	16.9	16.7	16.7	16.7	16.2	16.6	16.7	16.6	16.7	16.5
Finances, assurances et biens immobiliers	3.9	4.0	4.0	4.0	4.1	4.2	4.3	4.3	4.5	4.6	4.8
Services aux collectivités, aux entreprises et aux personnes	19.5	20.0	20.5	21.0	21.7	22.8	24.1	24.3	24.6	25.7	26.2
Administration et défense publiques	5.9	5.8	5.8	5.7	5.9	5.6	6.0	6.1	6.1	6.2	6.4

Source: Tableau spécial du Canada pour 12 mois - moyenne, Division des enquêtes spéciales, Statistique Canada, 9712-503

\* Voir tableau V

TABLEAU V

## Répartition des effectifs de main-d'oeuvre par groupes importants d'industries\*, 1931-61

<i>Industrie</i>	1931		1941		1951		1961	
	<i>Nombre (000)</i>	<i>%</i>	<i>Nombre (000)</i>	<i>%</i>	<i>Nombre (000)</i>	<i>%</i>	<i>Nombre (000)</i>	<i>%</i>
Effectifs totaux main-d'oeuvre civile	3,917.6	100.0	4,196.0	100.0	5,214.9	100.0	6,342.3	100.0
Industries primaires	1,293.3	33.0	1,320.6	31.5	1,111.7	21.3	903.3	14.2
Agriculture	1,124.0	28.7	1,082.3	25.8	827.2	15.9	640.4	10.1
Industrie forestière et pêche	97.5	2.5	145.0	3.5	180.6	3.5	143.6	2.3
Mines	71.8	1.8	93.3	2.2	103.9	2.0	119.3	1.9
Industries secondaires	1,093.5	27.9	1,209.9	28.8	1,717.1	32.9	1,963.1	31.0
Fabrication	800.0	20.4	983.9	23.4	1,364.7	26.2	1,494.7	23.6
Construction	293.5	7.5	226.0	5.4	352.4	6.7	468.4	7.4
Industries tertiaires	1,530.4	39.1	1,657.4	39.5	2,328.8	44.7	3,344.1	52.7
Electricité, gaz et eau	28.1	0.7	25.9	0.6	62.0	1.2	70.5	1.1
Transports et communications	317.0	8.1	292.3	7.0	433.5	8.3	500.2	7.9
Commerce	395.6	10.1	468.4	11.2	711.3	13.6	931.8	14.7
Finances	93.1	2.4	90.4	2.2	144.2	2.8	229.7	3.6
Services, collectivités et entreprises	251.4	6.4	277.7	6.6	431.2	8.3	764.4	12.1
Services gouvernementaux	100.8	2.6	117.2	2.8	203.5	3.9	363.3	5.7
Services de loisirs	18.8	0.5	17.7	0.4	28.7	0.6	39.8	0.6
Services personnels	325.6	8.3	367.9	8.8	314.4	6.0	444.4	7.0
Industrie non indiquée	0.5	0.0	8.0	0.2	57.2	1.1	132.0	2.1

Source: Noah M. Woltz, Modifications de la répartition des professions dans les effectifs de main-d'oeuvre du Canada, 1931 - 1961 (Ottawa, 1965), Tableau A-5

\* Les chiffres de 1961 diffèrent entre les tableaux V et VI en raison de l'utilisation de bases différentes pour les calculer. Le tableau V utilise la répartition des effectifs de main-d'oeuvre et le tableau VI la répartition des personnes ayant un emploi. Les tendances historiques restent toutefois évidentes.

TABLEAU IV (suite)

## Migration et taux de migration: Régions du Canada, 1951-1972

Année	PRAIRES		MAN.		SASK.		ALTA		C.-B.		CANADA	
	MIGRATION	Taux (000)	MIGRATION	Taux (000)	MIGRATION	Taux (000)	MIGRATION	Taux (000)	MIGRATION	Taux (000)	MIGRATION	Taux (000)
1951	-13.4	-5.3	-4.2	-5.4	-16.7	-20.1	7.5	8.0	12.4	10.6	45.1	3.2
1952	16.2	6.2	7.6	9.5	-4.2	-5.0	12.8	13.2	22.7	13.8	184.2	12.7
1953	15.0	5.6	3.0	3.7	1.6	1.9	16.4	16.2	24.5	19.6	106.4	7.2
1954	13.2	4.8	-1.1	-1.3	-5.9	6.8	20.2	19.1	26.8	20.7	140.0	9.2
1955	-5.2	-1.9	0.5	0.6	-13.6	-15.5	7.9	7.2	26.5	19.7	96.4	6.1
1956	-13.8	-4.8	-4.2	-4.9	-14.9	-16.9	5.3	4.7	34.5	24.7	71.2	4.4
1957	-7.7	-2.6	-3.0	-3.5	-18.2	-20.7	13.5	11.6	59.8	40.4	200.5	12.1
1958	6.0	2.0	-2.0	-2.3	-5.9	-6.6	13.9	11.5	30.0	19.5	136.1	8.0
1959	13.3	4.4	1.4	1.6	-1.4	-1.5	10.7	10.7	3.8	2.4	68.5	3.9
1960	2.6	0.8	-0.7	-0.8	-9.6	-10.5	12.9	10.0	9.1	5.7	47.7	2.7
1961	4.3	1.4	-0.1	-0.1	-6.6	7.1	11.0	8.3	2.3	1.4	29.6	1.6
1962	-5.7	-1.8	-1.4	-1.5	-11.7	-12.6	7.4	5.4	7.4	4.5	15.6	0.8
1963	-11.4	-3.5	-2.2	-2.3	-13.4	-14.4	4.2	4.2	15.5	9.1	22.5	1.2
1964	-13.0	-4.2	-4.7	-4.9	-7.0	-7.4	-1.3	-0.9	24.7	14.2	44.9	2.3
1965	-19.4	-5.5	-7.5	-7.8	-6.5	-6.8	-5.4	-3.7	32.7	18.2	58.6	3.0
1966	-28.3	-8.4	-13.1	-13.6	-6.9	-7.2	-8.3	-5.7	60.1	32.1	117.2	5.9
1967	-14.0	-4.1	-9.8	-10.2	-9.6	-10.0	5.4	3.6	54.5	28.0	130.9	6.4
1968	4.5	1.3	-1.4	-1.4	-7.5	-7.8	13.4	8.8	41.7	20.8	109.6	5.3
1969	0.4	0.1	-1.8	-1.8	-12.5	-13.0	14.7	9.4	39.6	19.2	85.2	4.0
1970	-17.8	-5.1	-6.0	-6.1	-26.4	-28.1	14.6	9.2	49.3	23.2	87.4	4.2
1971	-18.1	-5.1	-5.4	-5.5	-23.8	-25.7	11.1	6.8	37.1	17.0	53.9	2.5
1972	-18.8	-5.3	-6.6	-6.7	-18.3	-20.0	6.1	3.7	45.7	20.3	65.6	3.0

Source: D.B.S. Vital Statistics, Catalogue 84-202.

TABLEAU IV

## Migration et taux de migration: Régions du Canada, 1951-1972

Année	P.M.		T.-N.		N.-É.		N.-B.		Î.-P.-É.		QUÉ.		ONT.	
	MIGRATION	Nette Taux (000)	MIGRATION	Nette Taux (000)	MIGRATION	Nette Taux (000)	MIGRATION	Nette Taux (000)	MIGRATION	Nette Taux (000)	MIGRATION	Nette Taux (000)	MIGRATION	Nette Taux (000)
1951	-13.2	- 8.2	0.6	1.7	- 6.7	-10.4	-7.7	-14.9	0.6	6.1	- 0.1	-0.0	58.9	12.8
1952	0.9	0.5	3.6	9.6	- 1.2	- 1.8	-1.3	- 2.5	-0.2	- 2.0	29.6	7.1	115.4	24.1
1953	- 8.5	- 5.1	-1.0	- 2.6	- 2.2	- 3.3	-4.6	- 8.6	-0.7	- 6.9	3.5	0.8	72.4	14.7
1954	- 8.5	- 5.0	1.5	3.8	- 3.0	- 4.5	-5.1	- 9.4	-1.9	-18.8	21.4	4.9	85.7	16.8
1955	-11.2	- 6.5	0.0	0.0	- 3.0	- 4.4	-5.5	-10.1	-2.7	-27.0	28.5	6.3	56.8	10.8
1956	-10.8	- 6.1	-2.3	- 5.5	- 1.6	- 2.3	-4.3	- 7.8	-2.6	-26.2	13.1	2.8	46.6	8.6
1957	-16.7	- 9.4	-2.8	- 6.6	- 7.1	-10.1	-4.8	- 8.5	-2.0	-20.2	36.0	7.5	130.5	23.2
1958	-13.3	- 7.3	-3.9	- 9.0	- 5.2	- 7.3	-3.4	- 6.0	-0.8	- 8.0	29.8	6.1	82.5	14.2
1959	- 6.4	- 3.5	-2.6	- 5.9	- 2.6	- 3.6	-0.6	- 1.0	-0.6	- 5.9	14.8	2.9	43.1	7.2
1960	-14.4	- 7.7	-4.9	-10.9	- 5.0	- 6.9	-4.8	- 8.1	-0.3	- 2.9	13.6	2.6	35.9	5.9
1961	- 8.2	- 4.3	-2.1	- 4.6	- 3.0	- 4.1	-2.8	- 4.7	-0.3	- 2.9	14.9	2.4	16.1	2.6
1962	-11.0	- 5.7	-2.5	- 5.3	- 4.5	- 6.0	-4.7	- 7.8	-0.7	- 6.5	12.9	2.4	11.1	1.7
1963	- 8.4	- 4.0	- 8.4	- 7.7	- 7.7	-10.3	-7.4	-12.2	-0.9	- 8.3	12.3	2.2	26.3	4.1
1964	-23.6	-12.1	-5.1	-10.6	- 8.6	-11.4	-9.0	-14.7	-0.9	- 8.3	9.1	1.6	47.9	7.2
1965	-24.7	-12.6	-6.5	-13.3	-10.3	-13.6	-6.2	-10.1	-1.7	-15.6	10.7	1.9	61.7	9.1
1966	-24.4	-12.4	-6.0	-12.2	- 9.5	-12.6	-7.1	-11.5	-1.8	-16.6	18.9	3.3	90.0	12.9
1967	-14.4	- 7.2	-5.0	-10.0	- 4.2	- 5.5	-4.6	- 7.4	-0.6	- 5.5	14.8	2.5	90.3	12.7
1968	- 5.0	- 2.5	-2.7	- 5.3	- 0.3	- 0.4	-2.0	- 3.2	-0.0	- 0.0	4.7	0.8	64.1	8.8
1969	- 4.7	- 2.3	-1.6	- 3.5	- 0.9	- 1.2	-3.7	- 5.9	-0.1	- 0.9	0.2	0.0	51.2	6.9
1970	-17.4	- 9.5	-7.2	-13.9	- 0.4	- 0.5	-7.8	-12.4	-2.0	-18.2	-21.5	-3.6	90.5	12.0
1971	- 4.0	- 1.9	-4.2	- 8.0	- 1.0	- 1.3	0.6	0.9	0.6	5.4	-36.4	-6.0	72.3	9.4
1972	- 0.3	- 0.1	-0.1	- 0.2	- 1.7	- 2.1	1.1	1.7	0.3	2.7	-22.6	-3.7	59.9	7.6

(à suite)

TABLEAU III

Ventilation en pourcentage de la population: Canada et provinces - 1951, 1971

	Population urbaine totale en % de la population totale		Population rurale totale en % de la population totale		Population rurale non agricole totale en % de la population rurale totale		Population agricole totale en % de la population rurale totale		Population urbaine totale plus population rurale non agricole totale en % de la population totale		Population agricole totale en % de la population totale	
	1951	1971	1951	1971	1951	1971	1951	1971	1951	1971	1951	1971
Terre-Neuve	42.83	57.23	57.17	42.77	92.52	97.97	7.48	2.03	95.72	99.13	4.28	0.87
Île-du-Prince-Édouard	25.08	38.32	74.92	61.68	36.60	69.31	63.40	30.69	52.50	81.08	47.49	18.93
Nouvel-Écosse	53.66	56.71	46.34	43.29	62.34	92.31	37.66	7.69	82.55	96.67	17.45	3.33
Nouveau-Brunswick	41.69	56.91	58.31	43.09	51.52	90.65	48.48	9.35	71.73	95.97	28.27	4.03
Québec	66.51	80.65	33.49	19.35	43.54	73.83	56.46	26.17	81.09	94.94	18.91	5.06
Ontario	70.71	82.35	29.29	17.65	49.64	73.25	50.36	26.75	85.25	95.28	14.75	4.72
Manitoba	56.61	69.46	43.39	30.54	36.36	56.79	63.64	43.21	72.39	86.80	27.61	13.20
Saskatchewan	30.35	52.97	69.65	47.03	31.24	46.43	68.76	53.57	52.11	74.81	47.89	25.19
Alberta	47.86	73.48	52.14	26.52	30.60	45.32	69.40	54.68	63.82	85.50	36.18	14.50
Colombie-Britannique	68.10	75.73	31.90	24.27	70.43	86.13	29.57	13.87	90.57	96.63	9.43	3.37
Canada	61.59	76.09	38.41	23.91	47.45	72.47	52.55	27.53	79.82	93.42	20.18	6.58

Sources: 1951 - Recensement du Canada, Volume 1.  
1971 - Statistique Canada, Catalogue 97-755

TABLEAU II

Croissance de la population au Canada et dans les provinces de 1951 à 1971 (en pourcentage)

	POPULATION TOTALE		POPULATION URBAINE TOTALE		POPULATION RURALE TOTALE		POPULATION AGRICOLE TOTALE		POPULATION NON AGRICOLE TOTALE	
	Modifica- tion en %	Croissance annuelle moyenne	Modifica- tion en %	Croissance annuelle moyenne	Modifica- tion en %	Croissance annuelle moyenne	Modifica- tion en %	Croissance annuelle moyenne	Modifica- tion en %	Croissance annuelle moyenne
Terre-Neuve	44.46	1.9	93.03	3.3	8.07	0.4	-70.72	-6.0	14.44	1.9
Île-du-Prince-Édouard	13.42	0.6	73.32	2.8	-6.62	-0.3	-54.81	-4.0	76.86	2.9
Nouvelle-Écosse	22.78	1.0	29.75	1.3	14.71	0.7	-76.57	-7.0	69.86	2.7
Nouveau-Brunswick	23.05	1.0	67.97	2.6	-9.07	-0.5	-82.46	-8.3	59.99	2.4
Québec	48.62	2.0	80.22	3.0	-14.12	-0.8	-60.19	-4.5	45.61	1.9
Ontario	67.55	2.6	95.12	3.4	0.97	0.0	-46.37	-3.1	48.99	2.0
Manitoba	27.26	1.2	56.16	2.3	-10.43	-0.5	-39.18	-2.5	39.88	1.7
Saskatchewan	11.36	0.5	94.33	3.4	-24.80	-1.4	-41.41	-2.6	11.77	0.6
Alberta	73.27	2.8	166.03	5.0	-11.90	-0.6	-30.57	-1.8	30.51	1.3
Colombie-Britannique	87.49	3.2	108.50	3.7	42.63	1.8	-33.11	-2.0	74.43	2.8
Canada	53.96	2.2	90.20	3.3	-4.16	-0.2	-49.79	-3.4	54.21	2.2

Sources: 1951 - Recensement du Canada, Volume I.  
1971 - Catalogue Statistique Canada 97-755.

TABLEAU I

Population totale, urbaine et rurale, du Canada et des provinces, 1951-1971

	P.-M.	T.-N.	Î.-P.-É.	N.-É.	N.-B.	QUÉ.	ONT.	PRAIRIES	MAN.	SASK.	ALTA.	C.-B.	CANADA
1951 TOTALE	1,618,126	361,416	98,429	642,584	515,697	4,055,681	4,597,542	2,547,770	776,541	831,728	939,501	1,165,210	14,009,429
URBAINE	739,322	154,795	24,685	344,831	215,011	2,697,318	3,251,099	1,141,725	439,580	252,470	449,675	793,471	8,628,253
RURALE	878,804	206,621	73,744	297,753	300,686	1,358,363	1,346,443	1,406,045	336,961	579,258	489,826	371,739	5,381,176
1956 TOTALE	1,763,692	415,074	99,285	694,717	554,616	4,628,378	5,404,933	2,853,821	850,040	880,665	1,123,116	1,398,464	16,080,791
URBAINE	869,106	185,252	30,470	399,094	254,290	3,240,838	4,102,919	1,466,410	510,583	322,003	635,824	1,026,467	10,714,855
RURALE	894,586	229,822	68,815	295,623	300,326	1,387,540	1,302,014	1,385,411	339,457	558,662	487,292	371,997	5,365,936
1961 TOTALE	1,897,425	457,853	104,629	737,007	597,936	5,259,211	6,236,092	3,178,811	921,686	925,181	1,331,944	1,629,082	18,238,247
URBAINE	944,454	232,020	33,909	400,512	278,013	3,906,404	4,823,529	1,830,109	588,807	398,091	843,211	1,181,925	12,700,390
RURALE	952,971	225,833	70,720	336,495	319,923	1,352,807	1,412,563	1,348,702	332,879	527,090	488,733	447,157	5,537,857
1966 TOTALE	1,974,758	493,396	108,535	756,039	616,788	5,780,845	6,960,870	3,381,613	963,066	955,344	1,463,203	1,873,674	20,014,880
URBAINE	1,057,568	266,689	39,747	438,907	312,225	4,525,114	5,593,440	2,121,782	646,048	468,327	1,007,407	1,410,493	14,726,759
RURALE	917,190	226,707	68,788	317,132	304,563	1,255,731	1,367,430	1,259,831	317,018	497,017	455,796	463,181	5,288,121
1971 TOTALE	2,057,260	522,105	111,640	788,960	634,555	6,027,765	7,703,105	3,542,360	988,245	926,240	1,627,875	2,184,620	21,568,310
URBAINE	1,150,135	298,800	42,780	447,405	361,150	4,861,240	6,343,630	2,373,325	686,445	490,630	1,196,250	1,654,405	16,410,785
RURALE	907,130	223,305	68,860	341,555	273,410	1,166,520	1,359,475	1,169,030	301,800	435,610	431,620	530,215	5,157,525

Sources: 1951 - Recensement du Canada, Volume 1.

1956 - Recensement du Canada, Volume 1.

1961 - Recensement du Canada, Volume 1.1

1966 - Catalogue de Statistique Canada 92-608.

1971 - Catalogue de Statistique Canada 97-755.

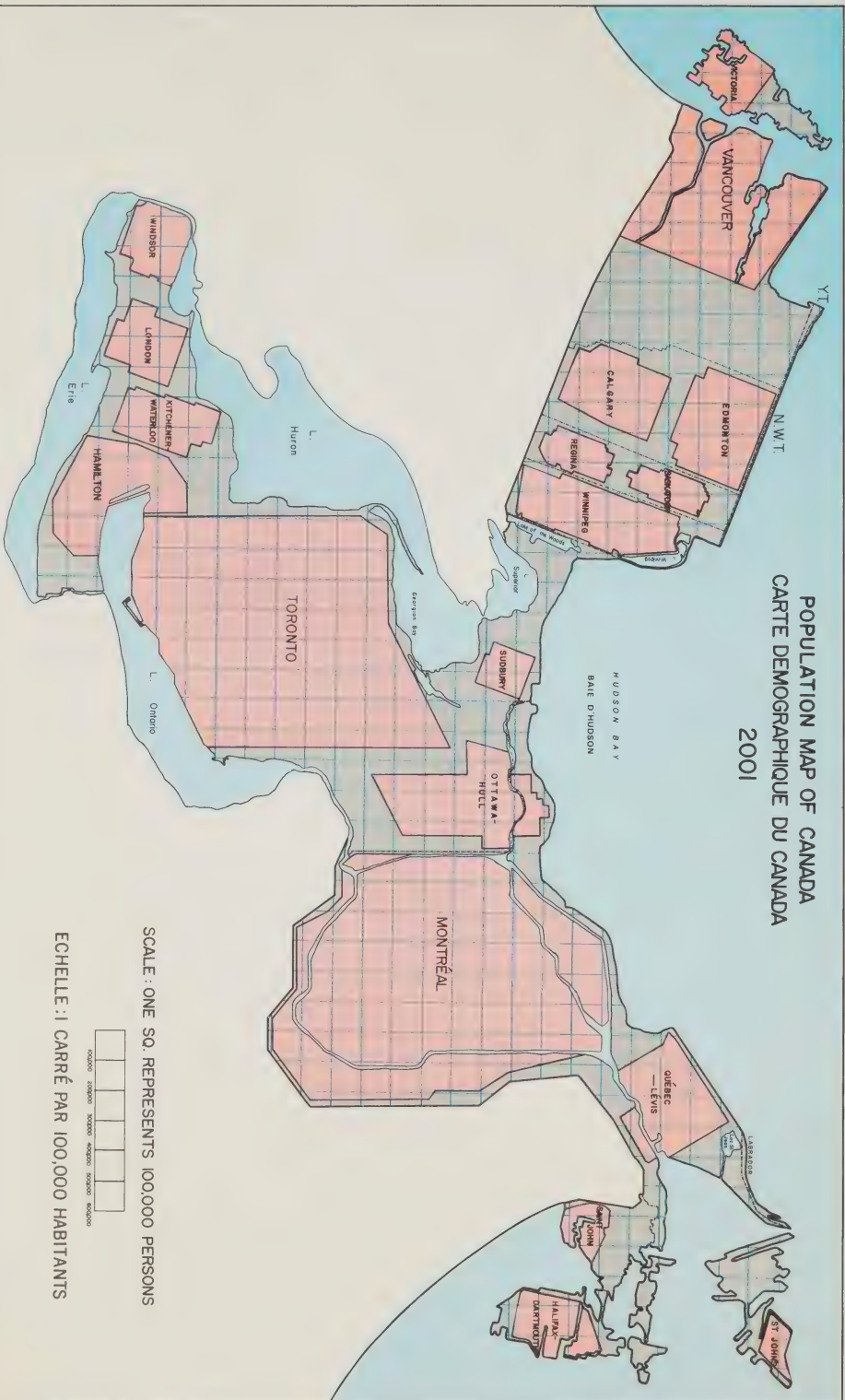


TABLEAUX STATISTIQUES



# POPULATION MAP OF CANADA CARTE DEMOGRAPHIQUE DU CANADA

2001



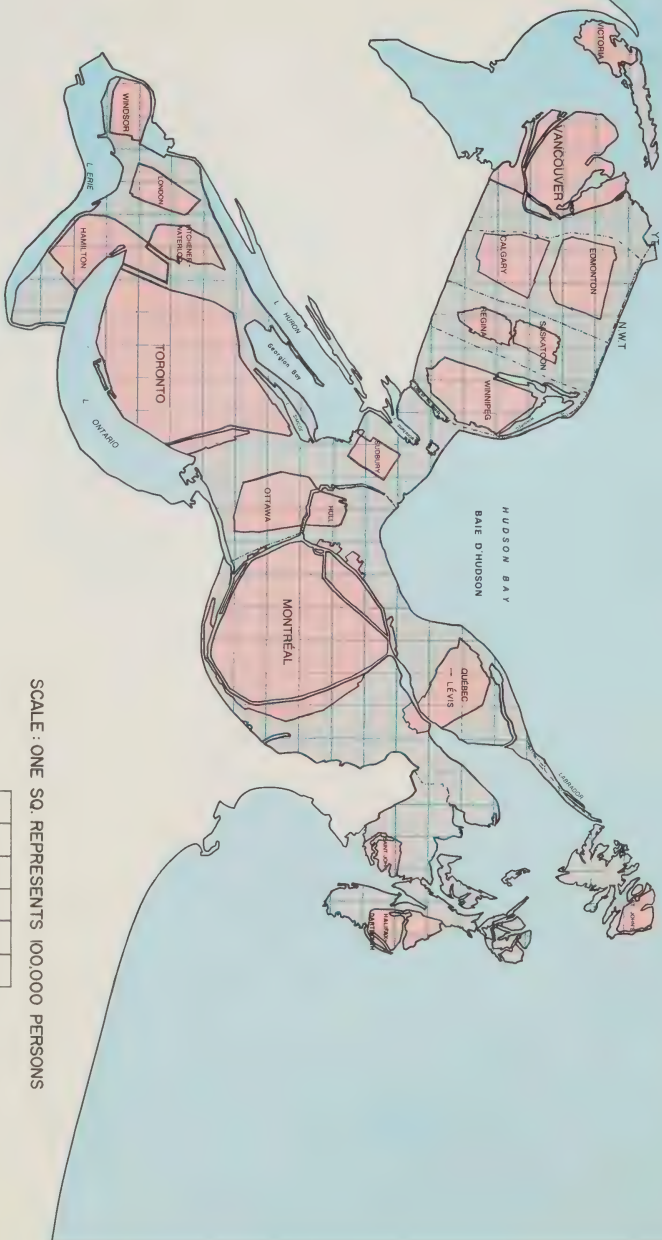
SCALE : ONE SQ. REPRESENTS 100,000 PERSONS

ECHELLE : 1 CARRÉ PAR 100,000 HABITANTS





# POPULATION MAP OF CANADA CARTE DEMOGRAPHIQUE DU CANADA 1971



SCALE : ONE SQ. REPRESENTS 100,000 PERSONS

ECHELLE : 1 CARRE PAR 100,000 HABITANTS



Le quadrillage de ces deux cartes est conçu pour faire apparaître 100,000 personnes par carré, que ce soit ou non dans les centres urbains désignés. Il est possible, de cette manière, d'illustrer la dimension changeante de ces collectivités et l'influence de leur population. La carte de 1971 est considérablement plus petite que celle qui est prévue pour l'an 2001. En se servant de la même échelle pour ces deux cartes, il est possible de se rendre immédiatement compte de l'augmentation de la taille des centres urbains et du Canada urbain en général.

Ne recherchez pas de réalité géographique dans ces cartes. Elle n'existe pas. Mais ce qui existe, c'est la réalité de la population et c'est cet effet que nous démontrons.

## CARTES ISODÉMOGRAPHIQUES

Il existe un certain nombre de moyens de faire ressortir la densité de la population par rapport aux zones géographiques. Les cartes conventionnelles s'appuient sur des symboles de variation de densité. Des tableaux et des graphiques peuvent également illustrer les concentrations et les caractéristiques de la population.

Une tentative pour démontrer de façon représentative la concentration de la population comporte l'emploi de cartes isodémographiques, mises au point pour la première fois au Canada à l'intention du ministère de l'Environnement. Ce sont des cartes dans lesquelles l'unité de mesure est constituée par les gens et non par l'espace ou la distance.

Le procédé isodémographique fournit un moyen spectaculaire de se faire une idée de l'effet de la concentration de la population dans les centres urbains les plus importants. Il s'agit là d'une tentative pour faire ressortir la réalité de la population dans une entité géographique qui reste encore reconnaissable.

Dans les deux cartes jointes, il est montré un certain nombre de collectivités urbaines à peu près telles qu'elles apparaissent maintenant sous le rapport de la densité de population relativement aux zones avoisinantes, et telles qu'elles apparaîtront en 2001, si les tendances actuelles de croissance se poursuivent.



## CARTES ISODÉMOGRAPHIQUES

culture, à protéger les terres convenant aux loisirs et celles qui présentent un caractère pittoresque et à préserver les meilleures terres agricoles en vue de la production de nourriture, ce qui, dans le cadre international, devient de plus en plus important.

Ces recommandations s'appuient en grande partie sur des exigences populaires, particulièrement dans les zones rurales; le CCAR pense fermement que des politiques s'appuyant sur ces recommandations n'auront pas seulement pour effet de revivifier l'économie rurale et la vie à la campagne, mais pense également, à la lumière des tendances socio-économiques, qu'il est possible de prévoir qu'elles mèneront progressivement ce pays vers une croissance mieux équilibrée des campagnes et des villes et une répartition géographique de la population.

Les politiques de développement régional devaient comporter des lignes directrices appropriées en vue d'une utilisation optimale des terres. Ces lignes directrices devaient tenir compte à contrôler l'expansion des villes et à la diriger vers des terres présentant de faibles possibilités pour l'agriculture.

Le CCAR fait donc la recommandation suivante:

IX - La croissance phénoménale de la population urbaine exerce une pression destructive sur le site rural et sur les métiers ruraux traditionnels des zones entourant ces centres urbains. Ceci est particulièrement vrai dans les basses terres du Saint-Laurent, à l'est du pays, et dans les basses terres de la région continentale de la Colombie-Britannique. Dans d'autres zones, et bien que ces pressions soient nettement moins rigoureuses, il se produit une perte considérable d'éléments d'actif constitués par des terres rurales, en raison du fait que celles-ci sont la propriété de personnes qui n'y résident pas, ou que des terres ont été loties sans contrôle pour construire des chalets à l'usage des habitants des villes. Le CCAR pense qu'il est possible d'adapter ces pressions d'une manière harmonieuse.

Le mouvement coopératif devrait examiner toutes les applications possibles de l'action coopérative pour favoriser les entreprises et le développement ruraux. Le gouvernement devrait fournir une aide aux divers modes d'action coopérative, ce qui présenterait un avantage pour le développement économique des zones rurales.

Le CCAR fait donc la recommandation suivante:

années, toutefois, peu de progrès ont été accomplis en ce domaine. Le CCAR pense que des activités coopératives peuvent représenter un outil important dans l'aménagement des ressources rurales et dans la revitalisation de la structure socio-économique des campagnes.

VIII - Traditionnellement, l'action coopérative a pris naissance et s'est axée, au Canada, sur les zones rurales; au cours de ces dernières

Cet institut se consacrerait particulièrement au développement et à l'application de techniques et de formes de gestion adaptées à des entreprises de petite et moyenne importance, ce qui améliorerait l'efficacité et la viabilité des entreprises rurales existantes et encouragerait par ailleurs la création de nouvelles entreprises et de nouvelles industries se fondant sur les possibilités et le potentiel des zones rurales.

On devrait créer au Canada un institut d'adaptation aux techniques et à la gestion, afin de garantir le développement de techniques et d'une gestion adaptées, et ce service devrait être fourni d'une manière permanente aux entrepreneurs ruraux.

Le CGAR fait donc la recommandation suivante:

VII - Dans une politique de réaménagement rural d'ensemble, visant à un équilibre entre la croissance des villes et celle des campagnes, la nécessité de mesures de formation professionnelle variées et polyvalentes, de même que le besoin de techniques et de méthodes de gestion adaptées, deviennent des questions cruciales.

Le MEER devrait prendre l'initiative d'évaluer les besoins de documentation et de formation de toutes les zones rurales et, en collaboration avec le ministère de la Main-d'œuvre et de l'Immigration et les gouvernements provinciaux, il devrait élaborer des programmes d'ensemble de nature à satisfaire ces besoins, afin d'utiliser pleinement le potentiel et les forces des collectivités rurales.

Le CGAR fait donc la recommandation suivante:

V - Tout développement réaliste des zones rurales doit être permanent et, en tant que tel, doit s'appuyer sur l'établissement d'un inventaire des ressources, des possibilités et des besoins des collectivités rurales, afin de faciliter une planification et un choix de professions intelligents. Une grande partie de ceci existe déjà dans l'Inventaire des terres du Canada et à d'autres endroits.

Le CCAR fait donc la recommandation suivante:

L'administration régionale du MEER devrait, d'accord avec les gouvernements provinciaux, promouvoir toute l'aide et l'encouragement possibles pour dresser de tels inventaires dans des zones rurales particulières. Des conseils de développement régional ou des associations locales de développement doivent jouer, dans les provinces, un rôle important dans ce processus.

VI - Des installations d'enseignement, de perfectionnement et de formation des compétences à l'usage des populations rurales sont nécessaires au succès des efforts de développement rural ou régional. Ces installations doivent être prévues non seulement pour préparer les populations rurales à se consacrer avec succès à des métiers ruraux, mais également pour préparer suffisamment ceux qui décident de se déplacer pour prendre un emploi dans une ville. En d'autres termes, la gamme des programmes de développement de la main-d'oeuvre doit être assez large et assez souple pour assurer aux populations rurales un horizon économique plus étendu. De plus, dans tout programme de développement humain, le perfectionnement et la formation des compétences de ceux qui sont le plus désavantagés doivent recevoir l'attention la plus grande, pour des raisons de justice sociale.

Les études du CCAR montrent qu'un grand nombre des programmes de développement de la main-d'oeuvre n'ont pas eu d'avantages pour les populations rurales lorsque celles-ci ont voulu choisir leurs activités économiques.

3. des services de crédit aux entrepreneurs ruraux aux mêmes conditions et avec la même facilité que celles dont bénéficient les entrepreneurs des villes.

2. des services de recherche et de développement en matière de commercialisation, afin de permettre aux hommes d'affaires des campagnes de délimiter des possibilités immédiates et futures de débouchés de leurs produits ou services;

1. une aide étendue et sur place aux entrepreneurs ruraux, consistant en une aide, des conseils et une orientation en matière de gestion et de commercialisation, afin d'améliorer la viabilité et les perspectives de croissance de leurs entreprises;

Les bureaux régionaux du MEER devaient être équipés pour pouvoir fournir les services suivants :

Le CCAR fait donc la recommandation suivante :

IV - L'assurance d'une aide suffisante aux entreprises rurales est d'une importance cruciale dans toute politique d'aménagement rural. Une telle aide doit être accordée d'une manière qui réponde à la diversité des besoins et à l'envergure des entreprises auxquelles elle s'adresse.

Le gouvernement fédéral devait, en collaboration avec les provinces et d'autres organismes, fournir aide et encouragement à des associations bénévoles de secteur et locales de développement, afin de permettre aux populations rurales en cause de participer à la délimitation des besoins et des possibilités, à la formulation de programmes de développement, de même qu'à leur mise en oeuvre adaptée aux besoins locaux.

Le CCAR fait donc la recommandation suivante :

III - L'une des exigences les plus vives des populations rurales réside dans le fait que les politiques de développement et le processus de prise de décisions doivent être réalistes et doivent répondre aux besoins, aux préférences et aux points forts des collectivités rurales.

Le ministre de l'Expansion économique devrait se servir du programme ARDA et des programmes des zones apéciales, de même qu'il devrait avoir la préséance sur d'autres organismes compétents de développement, afin d'améliorer ces installations fondamentales dans les zones rurales.

Le CCAR fait donc la recommandation suivante:

II - L'un des éléments les plus importants d'un tel engagement réside dans la reconnaissance du fait que les populations rurales devraient avoir la possibilité de jouir d'un niveau de vie acceptable et de bénéficier de commodités et de services améliorés: installations d'égoûts et d'eau, installations de loisirs, meilleur enseignement et meilleure formation de la main-d'oeuvre, de même qu'une amélioration du logement. Ceci est particulièrement important en ce qui concerne les zones ou les groupes de gens qui ont toujours manqué le plus de ces facilités.

Le gouvernement du Canada devrait formuler un engagement politique explicite envers l'aménagement rural. Le ministre de l'Expansion économique régional, prendre les initiatives et les mesures nécessaires pour favoriser des engagements politiques analogues de la part d'autres organismes de développement.

Le CCAR fait donc la recommandation suivante:

I - Tous les paliers de gouvernement doivent accepter l'engagement envers le réaménagement et la revivification du Canada rural, non seulement pour des motifs d'équité et de justice sociale, mais aussi pour que des avantages sociaux et économiques à long terme en résultent pour le Canada dans son ensemble et pour tous les Canadiens.

### Recommandations

besoins.

des populations rurales et ne réagit pas rapidement et suffisamment à leurs le processus de prise de décisions des gouvernements ne se rapproche pas sur le fait qu'aucune politique de l'aménagement rural ne sera efficace si soient décrits dans le chapitre qui précède, le CCAR tient à insister ici bien que les éléments de base de politiques de cette nature afin d'encourager la vie à la campagne et de préserver le milieu rural.

appréciable les possibilités de revenu et d'emploi dans les campagnes, par conséquent, une méthode de développement qui augmentera de manière ni une zone rurale typique. Ce que comporte tacitement cet engagement est, nlications. Il ne peut, en tant que tel, exister un spécimen de zone rurale urbains et de l'amélioration des installations de transports et de commun- fications profondes à la suite de la croissance phénoménale des centres aspects de la consommation des habitants des campagnes, ont subi des modi- rester important, les activités économiques, de même que les goûts et les nel des zones rurales en tant que fournisseur de nourriture reste et doit- ne réclame pas un retour aux idéaux du passé. Bien que le rôle tradition- En réclamant un tel engagement envers le Canada rural, le CCAR

revivification de la structure socio-économique rurale.

plus complet des ressources et des possibilités rurales, de même que la rural" et adoptent des politiques de nature à permettre un développement ment, afin que ceux-ci prennent un "engagement explicite envers le Canada de tous les paliers de gouvernement et des autres organismes de développe- de conscience vis-à-vis du modèle futur du pays que le CCAR insiste auprès C'est dans ce climat d'intérêt public croissant et de prise

Les effets de la physiologie historique de la croissance et du développement n'ont eu aucun avantage pour un grand nombre de Canadiens, des campagnes ou des villes, et ceux-ci demandent de plus en plus un examen minutieux des coûts sociaux et économiques qu'entraîne le processus de dépopulation des campagnes et d'extension des villes. En vérité, ce phénomène ne de l'expansion plus rapide de nos villes et les problèmes qui s'y rattachent, d'une part, de même que les problèmes des zones rurales d'autre part, provoquent dans la société une inquiétude croissante et exigent des méthodes nouvelles. Des sections importantes de la population du Canada n'acceptent plus la physiologie historique de la croissance et du développement comme un phénomène inévitable, et cette partie de la population exige et engage des actions destinées à créer un environnement plus humain.

Dans ce cinquième rapport et exposé, le CCAR a tenté de s'axer sur l'état de mécontentement et d'inquiétude qu'expriment de plus en plus les Canadiens des campagnes vis-à-vis de leur avenir, en se plaçant du point de vue des tendances historiques qui se manifestent dans les forces économiques et de la nature de ces forces se perpétuant elle-même. Lesdites forces ont créé un processus apparemment irréversible de dépopulation des campagnes et d'urbanisation croissante.

## RÉSUMÉ ET RECOMMANDATIONS

### CHAPITRE III

Le chapitre qui suit va exprimer des recommandations particulières en vue de la mise en oeuvre de cet engagement. Bien que ces recommandations s'adressent principalement à tous les paliers de gouvernement, elles s'adressent aussi à tous les organismes, groupes et individus qu'intéresse le Canada rural.

Le caractère divers du Canada rural exige que les politiques et les programmes soient souples et restent de nature à répondre aux besoins et aux initiatives des régions et des individus auxquels ils s'adressent. Cette observation est d'une importance primordiale si l'on veut résoudre les problèmes du Canada rural. Il n'est possible de répondre aux besoins des habitants des campagnes, tels qu'ils ont été exprimés au Conseil et décrits dans le présent chapitre, que si l'on accepte sérieusement de prendre un engagement envers le Canada rural. Cet engagement permettra aux gouvernements et aux populations rurales d'élaborer en commun des méthodes intégrées et coordonnées en vue de réaménager et de revivifier le Canada rural. Un tel effort peut constituer une étape positive vers la réduction des disparités entre les campagnes et les villes, qui sont également aussi graves que les disparités entre les régions, et vers l'atténuation de la pression qui pousse à accroître la concentration urbaine.

### *Conclusion*

tous les paliers. doit avoir de plus en plus place dans les politiques des gouvernements à du bien public. La planification rationnelle de l'utilisation des terres téréts commerciaux à court terme dominant, n'a pas suffisamment tenu compte clairement, également, que le système du marché libre, dans lequel les intervention des droits individuels constituent une question grave. Il apparaît évident que dans sa mise en oeuvre, l'évaluation du bien public et la proportion de la croissance urbaine sont immenses, surtout à long terme. Il est Les avantages qui peuvent être retirés d'une telle méthode de con-

trés utilisations constitue pour la société la solution la moins onéreuse. duction agricole pendant qu'elles attendent leur conversion future à d'autres zones nouvelles. En ce sens, l'utilisation des terres à des fins de production intégrale qui étudie, planifie et contrôle l'extension des services à des ration implique que la croissance urbaine doit se fonder sur un processus la garde pas simplement inactive à des fins de spéculation. Cette considé-

La souplesse laissée à la croissance constitue une autre considération dans une telle planification; elle concerne ici la facilité avec laquelle des terres peuvent passer d'une utilisation à une autre. L'irréversibilité des utilisations non agricoles fait que le maintien des exploitations agricoles constitue le meilleur moyen d'utilisation des terres qui conviennent jusqu'à ce qu'elles deviennent nécessaires pour d'autres utilisations. Ceci garantit que cette ressource est productive et qu'on ne

Nous ne sommes pas d'avis que l'agriculture peut prétendre à toutes les terres les meilleures en toutes circonstances. Il existe également un besoin de terres pour beaucoup d'autres objets légitimes comme les loisirs, les routes, l'urbanisation, etc. Toutefois, les terres destinées à une utilisation agricole doivent être d'une qualité supérieure; lorsque c'est possible, des utilisations autres que l'agriculture ne devraient être permises que sur des terres de qualité inférieure.

Ces lignes directrices devraient redresser l'expansion urbaine pour la canaliser vers des terres présentant un potentiel inférieur pour l'agriculture, délimiter et préserver des terres convenant aux loisirs et à caractère pittoresque, et protéger en même temps les terres agricoles les meilleures afin d'assurer la stabilité agricole nécessaire. Les techniques d'élaboration de lignes directrices de cette nature existent et doivent être utilisées. L'Inventaire des terres du Canada fournit une base permettant d'estimer la capacité des terres à assurer la production agricole, l'exploitation forestière, une certaine vie sauvage et les loisirs. On a, de plus, élaboré des techniques d'évaluation des terres permettant de connaître leurs capacités à des fins de construction ou d'urbanisation. Un emploi judicieux de ces techniques, pour fournir un inventaire complet des terres, est d'une valeur inestimable à des fins de planification et d'aménagement intégrés des terres.

La première étape d'une telle politique de préservation des ressources en terres est l'élaboration de lignes directrices de l'utilisation des terres.

Dans le cadre d'une population mondiale et d'une population canadienne croissantes, des terres agricoles de haute qualité, destinées à la production de nourriture, constituent la plus grande du monde. La préservation des terres agricoles devrait constituer un souci de première importance pour l'avenir, bien que ceci ne doive pas nécessairement signifier leur préservation contre toutes les utilisations concurrentes. Cette préservation devrait toutefois empêcher l'utilisation en pure perte de nos ressources en terres, en raison de l'irréversibilité de l'aménagement à des

Nous avons fait observer dans une analyse antérieure que, bien que le souci dominant du Conseil s'attache aux zones rurales dans lesquelles il existe trop peu d'activité économique productive pour assurer l'unité et la pérennité nécessaires à la collectivité, d'autres zones rurales peuvent avoir des besoins plus pressants, d'une nature différente. En raison de la pression qu'exercent les besoins des zones urbaines concurrentes, la préservation des ressources en terres et du caractère rural de certaines zones est extrêmement importante.

#### Préservation des terres agricoles

L'analyse qui précède, au sujet des services d'adaptation à l'usage des entreprises rurales, illustre ce genre de problèmes. S'il était possible de disposer en un point unique de services de commercialisation, de gestion, de services techniques et financiers, au lieu que ceux-ci soient disséminés dans une multitude d'organismes, ces programmes seraient sans aucun doute bien plus efficaces. De même, un particulier qui a besoin d'une formation, d'une documentation sur le logement, sur le transport et sur d'autres aspects de la vie lorsqu'il s'efforce de se créer un cadre de vie nouveau dans un emploi nouveau, sera incontestablement mieux servi s'il a besoin de ne s'adresser qu'à une seule source.

multitude d'organismes et du défaut de contact entre ceux-ci. Cette confusion s'aggrave encore lorsque plusieurs aspects du même problème doivent être traités avec plus d'un organisme.

Le présent exposé s'est jusqu'ici concentré sur l'aspect de développement économique de l'engagement proposé envers le Canada rural. Un tel engagement présente aussi, bien entendu, certains aspects sociaux et certains aspects de justice. Le Conseil a indiqué, dans le troisième rapport et exposé, quelques-uns des paramètres de l'insuffisance du volume des services mis à la disposition des habitants des campagnes. Il n'est pas nécessaire de redire ici ces insuffisances des services sociaux, mais il suffit de répéter, en insistant, que des installations décentes de logement, de santé, d'enseignement et des installations collectives également décentes constituent pour tous les Canadiens des droits légitimes, quel que soit l'endroit où vivent ceux-ci. Cela signifie, en ce qui concerne nombre de zones rurales, qu'il est nécessaire d'effectuer un investissement dans une grande partie de l'infrastructure sociale et des installations que les habitants des villes tiennent pour acquises.

Il y a également des cas où les activités économiques et les décisions et programmes gouvernementaux vont avoir des effets néfastes sur certains groupes de gens. Dans de tels cas, il est nécessaire de prévoir une indemnisation et des programmes d'adaptation appropriés. Les principes de l'assistance et de l'indemnisation sociales sont déjà admis au Canada, mais ces principes doivent recevoir une attention spéciale lorsque des modifications sont activement poursuivies.

### *Services centraux de documentation et d'orientation*

Les diverses populations rurales que le Conseil a rencontrées ont insisté sur le grave défaut d'une source centrale de documentation d'ensemble, et sur un manque de coordination entre les organismes gouvernementaux. Qu'il s'agisse de l'homme d'affaires rural recherchant un conseil au sujet d'une demande de subvention au MEER, d'un particulier qui recherche du travail, d'une famille qui désire changer de résidence ou d'un exploitant agricole qui désire s'agrandir, la confusion règne souvent en raison de la

une préparation suffisante des habitants des campagnes aux compétences nécessaires dans les industries urbaines. L'orientation prédominante des programmes de main-d'oeuvre vers la formation des hommes et l'absence de fonctions de soutien pour les femmes constituent également un souci pour le Conseil. L'inscription de femmes à des cours de formation de main-d'oeuvre spécialisée, qui est manifestement inférieure à la proportion de leur inscription dans les rangs de la main-d'oeuvre non spécialisée, donne une indication de l'étendue de cette disparité. Les femmes éprouvent, de plus, le besoin et le désir de pouvoir accéder plus facilement aux emplois traditionnellement réservés aux hommes; les programmes existants ne les encouragent pas et, dans de nombreux cas, ne leur permettent pas de profiter de ces possibilités.

La nécessité de disposer d'une économie en expansion, afin d'améliorer la situation des personnes désavantagées, ne peut être évitée. Sans cette croissance, les personnes qui suivent des cours de formation peuvent se trouver évincées par d'autres personnes venant de niveaux plus bas du marché du travail. De plus, lorsqu'il n'y a pas d'emplois disponibles, les compétences que l'on a acquises sont perdues, car elles ne sont pas mises à profit; la formation devient un moyen de soutien du revenu, non la base d'une amélioration permanente de la participation économique et d'un niveau de revenu amélioré.

Dans toute politique de développement, ces nécessités de la main-d'oeuvre doivent être explicitement reconnues et les programmes doivent être adaptés pour y faire face. Les ressources humaines doivent être planifiées avec autant de précision que les autres facteurs, car des prévisions à long terme sont nécessaires pour préparer les gens à des compétences nouvelles. Les programmes de main-d'oeuvre doivent être d'une durée suffisante pour répondre aux besoins à long terme des zones rurales et ne doivent pas être employés simplement comme des remèdes à court terme. Dans ce contexte à long terme, les programmes de formation, d'enseignement et d'adaptation sociale ne sont que de simples moyens destinés à aider les gens à tirer parti des possibilités économiques, et ne constituent pas des fins en eux-mêmes.

cours ou une formation dans des installations approuvées empêche que ces cours ou cette formation ne soient donnés au meilleur endroit pour les apprentis. On ne se préoccupe pas suffisamment de la formation pratique sur les lieux du travail aux fins d'enseignement de compétences immédiates applicables. L'exigence d'un certain niveau d'instruction officielle ou de compétences connexes rend, dans de nombreux cas, difficile l'emploi de talents existants des populations rurales. Beaucoup de personnes de la campagne possèdent par exemple des compétences en matière mécanique, qu'elles ont apprises à l'occasion de leur emploi existant; une formation pratique sur les lieux du travail pourrait, dans beaucoup de cas, faire un usage constructif de cette base et n'exige pas de normes officielles d'enseignement ni de formation complémentaire et souvent sans aucun rapport.

Pour les habitants des campagnes qui se soumettent à une adaptation professionnelle et plus particulièrement géographique, des services spéciaux d'orientation sont nécessaires, tant au cours de la période qui précède l'adaptation qu'au cours de celle qui la suit. Dans nombre de cas, le genre d'orientation nécessaire devrait englober toute la famille en raison de la modification du style de vie et des habitudes que cela entraîne. À défaut de ces services, l'adaptation risque de connaître moins de succès.

Il est nécessaire de s'occuper des plus désavantagés dans une région. L'application d'un grand nombre de programmes de main-d'œuvre se fonde sur les avantages maximaux obtenus, compte tenu des frais engagés. Ceci aboutit à choisir les personnes susceptibles d'enregistrer les progrès les plus grands. Bien que ce procédé soit louable dans le cadre d'une répartition efficace de ressources rares, il a pour effet de négliger l'habitant de la campagne qui se trouve dans la situation la plus mauvaise.

Il apparaît que la formation d'habitants des campagnes, en vue d'emplois ailleurs que dans l'industrie primaire, reste à un niveau peu élevé. Si l'on veut effectuer une transition avec des emplois à la ville, que ce soit dans la même région ou ailleurs, il est nécessaire de prévoir

D'autres insuffisances sautent aux yeux lorsqu'on traite de la main-d'oeuvre rurale. Dans beaucoup de cas, l'insistance mise à donner des

tags.

main-d'oeuvre capables de dispenser des conseils en matière d'adaptation et d'un caractère très étendu, afin d'atteindre avec succès les plus désavantagés. On doit faire face au caractère particulier des zones rurales et à la nécessité de programmes spéciaux d'adaptation, grâce à des programmes de de tirer parti des possibilités économiques, soit sur place, soit ailleurs. programmes immédiats de redressement de nature à permettre à ces personnes tre, probablement à l'aide des systèmes scolaires, et grâce également à des grâce à des efforts à long terme, ayant des effets d'une génération à l'autagés des Canadiens des campagnes, du point de vue du niveau d'instruction, spéciaux d'une région quelconque. On doit remédier à la situation désavantagés exige de concevoir des programmes qui peuvent répondre aux besoins apprentis. La diversité des difficultés de la main-d'oeuvre dans les zones qui existent, lorsqu'il y a des possibilités immédiates d'emploi pour des plesse nécessaire pour répondre aux difficultés rurales autres que celles Les programmes de main-d'oeuvre manquent actuellement de la sou-

droits.

L'enseignement, pour permettre à des gens de se déplacer vers d'autres em- Les programmes de main-d'oeuvre, qui ont directement élevé le niveau de pu mieux contribuer à l'élévation du niveau d'enseignement que ne l'ont fait un nombre accru de possibilités d'emploi et des emplois plus variés auraient vant par ailleurs plus de population locale, des efforts visant à assurer tions en matière d'enseignement. Ceci tend à indiquer que tout en conser- mique influence de manière importante le niveau et la qualité des réalis- une région, il est également reconnu que le niveau du développement écono- ce importante sur la cadence et le genre du développement économique dans est que le niveau d'instruction de la main-d'oeuvre disponible a une influen- économique. Alors que la relation de cause à effet normalement acceptée une interaction dans les deux sens entre l'enseignement et le développement qu'ils ne répondent pas aux besoins des habitants des campagnes. Il existe

général moins nette de la situation des campagnes de la part de l'établissement qui accorde le crédit. La combinaison de ces inconvénients nuit gravement aux initiatives rurales.

En résumé, le Conseil tient à insister sur la nécessité d'une série de services d'adaptation, dont beaucoup ont des relations réciproques. Une recherche convenable en matière de techniques et des accords de gestion adaptés à des industries de petite et moyenne envergure constituent d'importants besoins à long terme, si l'on veut évaluer comme il convient les possibilités rurales. De plus, une méthode intégrée de services d'aide et d'orientation sur la commercialisation et la gestion, de même qu'un financement suffisant au profit des entreprises de petite et de moyenne importance des zones rurales, sont essentiels à la poursuite de la croissance et au succès de l'esprit d'entreprise dans les campagnes.

### *Besoins de la main-d'œuvre dans le cadre rural*

La population d'une région quelconque représente une ressource extrêmement importante, en fait la plus importante, pour le développement économique. Comme nous l'avons indiqué au chapitre I, une firme industrielle est attirée vers des centres qui peuvent fournir une masse de main-d'œuvre qualifiée et variée. Nous avons également fait observer que les programmes existants de main-d'œuvre sont principalement conçus pour répondre aux besoins industriels des villes, non à ceux des zones rurales. Nous avons encore indiqué qu'il manque d'entrepreneurs et de gestionnaires qualifiés dans les zones rurales pour y soutenir et y favoriser une croissance économique. De plus, le niveau d'instruction et de compétence de beaucoup d'habitants des zones rurales est nettement inférieur à celui des habitants des villes. Ces faits indiquent que les zones rurales se trouvent dans une situation nettement désavantagée. La nécessité d'une main-d'œuvre, s'étendant sur une large gamme, dans les zones rurales, constitue donc un souci particulièrement important du Conseil.

Le Conseil a examiné les politiques et les programmes de main-d'œuvre dans la mesure où ils se rattachent au Canada rural et a constaté

Il est également plus difficile, dans une petite collectivité ou dans une zone rurale, d'obtenir des crédits pour lancer ou pour agrandir une entreprise. Le risque en cause est évidemment plus grand en raison de la limitation du marché, du niveau inférieur des connaissances et des compétences en matière de gestion, de même qu'en raison d'une conscience en gé-

Il existe en fait, dans une certaine mesure, des programmes de stimulants financiers aux petites entreprises des zones rurales, mais dans nombre de cas, l'homme d'affaires est incapable d'en bénéficier. La difficulté provient en premier lieu du fait que les hommes d'affaires ruraux ne disposent pas de la même documentation, les bureaux des divers organismes étant habituellement situés dans les centres urbains. En second lieu, la difficulté de savoir comment procéder pour demander une aide, et avec quel organisme prendre contact en premier lieu, est certes une réalité en ce qui concerne les petits hommes d'affaires des zones rurales.

Le fait de n'avoir pas prévu le perfectionnement des compétences, en matière de gestion des petits entrepreneurs et des gérants de petites et moyennes entreprises, reste un point faible évident dans l'enseignement de la gestion d'entreprises au Canada. Dans les zones rurales où l'excès des départs a réduit de manière sélective le nombre des entrepreneurs et des gérants dans l'avenir, ce défaut est encore plus prononcé. Il existe par conséquent une nécessité pressante de formation, d'aide et d'orientation en matière de gestion, si l'on veut que des entreprises du genre et de la taille de celles qui détiennent la clef du développement des zones rurales connaissent le succès.

nationalaux doivent par conséquent les leur fournir.

accéder plus largement aux renseignements commerciaux nationaux et inter-  
 lité de petites entreprises, et les organismes gouvernementaux qui peuvent  
 sur le marché est d'une importance cruciale pour la croissance et la viabi-  
 liser et distancer, illustre ce point. Ce genre de services de documentation  
 locale de produits poissonniers à l'intention d'un marché étranger particu-

La faculté des petites entreprises de se procurer des renseignements et des services dynamiques de commercialisation est très limitée. L'exemple, que nous avons cité plus haut, du développement d'une ressource

Le groupement coopératif, destiné à réduire la vulnérabilité de chacun, à utiliser dans les meilleures conditions les machines et le matériel, ou à intensifier la production, présente certains avantages indéniables pour les producteurs agricoles. L'élaboration d'une activité secondaire, copiée sur l'organisation agricole existante, ou la création de nouvelles entreprises lancées localement peut également se réaliser grâce à une coopération locale ou régionale. Ce nouveau rôle actif d'expansion des coopératives pourrait apporter une contribution importante à l'aménagement rural.

Ce dernier point est également important en ce qui concerne les activités primaires traditionnelles. L'importance que l'on a accordée à l'agrandissement des fermes et des exploitations de pêche s'est toujours axée sur l'entrepreneur travaillant seul et n'a pas examiné d'autres genres d'organisation qui pourraient être rentables. Certains des progrès effectués dans l'activité industrielle ont, par exemple, été le résultat de l'application de nouvelles formes de gestion, qui ont grandement facilité l'emploi de techniques nouvelles. La spécialisation de l'individu ou d'un service dans la production a eu pour résultat l'efficacité, mais n'a pas nécessairement amené la compagnie à s'appuyer sur un marché ou une gamme de produits. L'application limitée de combinaisons analogues de gestion dans la production primaire a abouti à ce résultat que les firmes étaient moins efficaces et plus vulnérables.

Plus petite taille ou des gérants de firmes d'une envergure limitée. Tants d'affaires ne se sont pas soucés des besoins des entrepreneurs de certain degré de spécialisation est nécessaire. Les établissements existants de compétences nécessaires dans de grosses entreprises dans lesquelles un écoles actuelles de gestion d'entreprises d'Amérique du Nord est le genre prises d'une étendue limitée. Le point sur lequel insistent le plus les

### Types de stimulants pertinents

zones rurales, augmentant les possibilités d'emploi et de revenus des populations rurales, et créera dans ces zones des conditions favorables à une urbanisation contrôlée.

Nous reconnaissons que la diversité des ressources et des possibilités dans l'ensemble d'un pays de la taille du Canada est extrêmement étendue. Ceci étant, nous ne pouvons envisager aucune physionomie fixe du développement, de même que nous ne pouvons indiquer la nature et l'ordre de grandeur de l'aide nécessaire pour encourager le développement dans tout le Canada rural. Il est toutefois évident qu'il existe certains éléments communs qu'il est nécessaire d'examiner en fonction de l'engagement envers le Canada rural et envers sa revitalisation.

L'identification des possibilités dans toutes les zones rurales révélera probablement que des entreprises, tant de grande envergure que d'envergure limitée, se fondant sur les ressources indigènes, peuvent être développées. Malheureusement, la recherche et le développement en matière technique se sont presque exclusivement consacrés, en Amérique du Nord, à augmenter la dimension des entreprises et leur spécialisation, au lieu d'adapter les techniques à des exploitations de taille intermédiaire ou limitée.

Il est donc nécessaire d'effectuer des recherches en matière d'élaboration et d'application de techniques avancées à des entreprises d'une envergure limitée. Cette tentative ne tend pas à la préservation de petites entreprises isolées, desservant des marchés locaux et fonctionnant avec des techniques désuètes, à frais plus élevés, ni au retour à celles-ci. Ce qui est nécessaire, c'est l'élaboration de techniques de production appropriées à l'envergure d'une entreprise qui peut se maintenir dans ces centres moins importants et dans des zones rurales.

Une question analogue à celle des techniques appropriées est celle de l'élaboration d'accords appropriés de gestion, s'adressant à des entre-

Le Conseil pense que cette façon d'envisager le développement engendrera par la suite une économie de marché favorable à l'intérieur des

et ses facultés d'autre part. un équilibre détermine entre ses ressources et ses possibilités, d'une part, résultat. Le rythme de développement dans une région donnée doit présenter d'engendrer et de maintenir le processus de développement qui en est le rituelles doivent toutefois être associées à une participation locale, afin que une condition préalable majeure. Cette aide et cette initiative extérieure faisant office de stimulant. En fait, cette aide est importante et constitue ici, n'est pas fondamentalement en désaccord avec une aide extérieure. La stratégie du réaménagement rural, telle que nous l'avons esquis-

de cette méthode de développement. financière, technique et professionnelle, constitue donc le point crucial et de prendre des décisions grâce à toute l'aide gouvernementale nécessaire, encourager et d'affermir la faculté des collectivités rurales, de planifier l'action en association avec les collectivités locales. La nécessité d'engagement, des intérêts de la collectivité et d'une planification de leur exploitation et leurs possibilités de développement, des cadres précis de l'investissement, évaluation délibérée et minutieuse des ressources matérielles et humaines, nomiques dans les collectivités. Ceci ne peut se réaliser que grâce à une indigènes et externes afin de réaliser le maximum de gains sociaux et économiques et du développement sociaux et économiques, et non pas de l'un à l'exclusion de l'autre, accompagnés d'un certain mélange de ressources Dans une telle méthode, le souci principal doit être celui de la

de qui convient doit être apportée. couvre la possibilité d'existence d'une entreprise de grande envergure, l'ait-elles-ci doivent être encouragées et favorisées. Par contre, si l'on démontrent qu'il est préférable d'avoir des entreprises de petite dimension, processus se suffisant à lui-même. C'est ainsi que, si ces possibilités qu'en les développant à l'échelle nécessaire, le développement devient un

<sup>1</sup> Le Programme d'analyse régionale du Manitoba, les initiatives de la collectivité dans le comté de Bridgewater et Pictou (Nouvelle-Écosse), dans le canton de Cabano (Québec) et dans le comté de Kent (Nouveau-Brunswick) constituent quelques-uns des exemples de cette participation populaire.

L'élaboration d'un inventaire des ressources et des possibilités aboutira souvent à l'identification de possibilités d'une étendue limitée. Le Conseil pense que celles-ci constituent des points de départ légitimes du développement économique. Il n'est pas nécessaire d'importer des entreprises de grande envergure dans des collectivités plus petites, où elles risquent de bouleverser les institutions existantes. Nous pensons qu'en prenant pour base les ressources et les possibilités locales identifiées et

#### Méthode de développement

En dressant un tel inventaire des possibilités, on devrait mettre à la disposition des populations locales, pour les aider, des connaissances spécialisées et des services. Le rôle d'appui du gouvernement à ces initiatives locales, afin d'achever ce processus, est important du point de vue de la formation d'une base de développement ultérieur.

Cette étape de l'inventaire peut identifier des possibilités se fondant sur les industries primaires, comme l'augmentation de la production des changements de produits, un revenu accru grâce à une modification de l'organisation du marché ou à un traitement plus poussé des produits primaires initiaux. Ces possibilités peuvent se fonder non seulement sur des marchés locaux ou régionaux mais, dans certains cas, sur des demandes exclusivement étrangères. Les produits spécialisés du poisson, dont il existe une demande en Europe et au Japon, de même que certaines spécialités de cultures, constituent d'excellents exemples de ce qui précède.

est encourageant de constater que ce genre de participation de la population dans cette étape de l'inventaire a été utilisée dans certaines régions et certaines provinces<sup>1</sup>.

### Établissement de l'inventaire

La participation des populations rurales à la planification et à la mise en oeuvre des stratégies du développement nécessite la création de processus et d'institutions appropriées, destinées à assurer non seulement leur participation, mais également une réaction effective du gouvernement à leurs apports. Dans le contexte des politiques particulières que propose le présent rapport, ce principe de la participation à tous les paliers constitue un facteur essentiel de succès.

La possibilité de dresser de tels inventaires des ressources rurales existe déjà. L'emploi de l'Inventaire des terres du Canada aux fins d'identification de la faculté des sols de se prêter à l'agriculture, aux plantations de forêts, à la vie sauvage de plusieurs genres et aux loisirs fournit un excellent point de départ pour dresser des inventaires des ressources matérielles. Si l'on pouvait de plus dresser un "inventaire des mers" des eaux côtières du Canada et, dans certains cas, des eaux douces de l'intérieur des terres et de leur faculté de se prêter à différentes sortes de vie aquatique, cet inventaire des ressources serait plus complet et particulièrement utile en ce qui concerne les provinces atlantiques.

La population d'une région ou d'une zone et ses institutions existantes sont toutefois la plus importante dans le processus de développement et ses capacités, ses aspirations et ses besoins doivent être pris en considération. Ce sont, en outre, les habitants eux-mêmes qui sont le plus capables, dans la plupart des cas, d'identifier des possibilités particulières à leur propre région, s'ils sont encouragés à le faire et si on les y aide. Ils sont aussi le plus capables de délimiter leurs difficultés, leurs besoins particuliers et leurs aspirations, dont tous peuvent se révéler être le fondement de possibilités à développer ou, tout au moins, les facteurs permettant de déterminer la meilleure façon de procéder. Il

Le Conseil a fait connaître à diverses reprises, dans ses rapports passés, sa position sur la participation. Elle repose en substance sur le principe que, pour que des politiques et des programmes de développement de nature quelconque connaissent le succès, les personnes mêmes qu'ils touchent doivent les accepter. Pour qu'ils soient acceptés, il faut que les populations en cause les comprennent et que ces politiques et programmes traduisent de la façon qui convient les besoins et les priorités de ces populations. Le moyen le plus efficace de garantir cette compréhension et cette acceptation consiste à faire participer pleinement les personnes en cause à tout le processus de planification et de programmation en vue du développement, à sa mise en oeuvre et à son évaluation.

### Participation et processus de prise de décisions

Les éléments les plus importants d'un engagement politique de développement économique total, insistant sur les régions et les zones rurales actuellement désavantagées, sont les suivants: un inventaire des ressources et des possibilités dont on dispose; l'octroi de stimulants suffisants dans les zones en voie de développement et des diminutions dans certaines régions urbaines; la mise à la disposition de groupes et de particuliers locaux de documentation et de services techniques, afin qu'ils puissent participer pleinement aux étapes de l'inventaire de la planification et du développement; des programmes de soutien de la main-d'oeuvre, destinés à permettre aux gens non seulement de participer au développement local, mais également de s'adapter avec succès à des structures économiques et sociales en évolution et de se déplacer vers des possibilités meilleures si tel est leur désir ou s'ils en éprouvent le besoin.

Plus, de la sorte, les pressions sur la croissance urbaine. L'identification des possibilités, d'une manière systématique, constitue la première étape vers un développement total. L'identification et le développement de telles possibilités fournira la base d'un soutien économique capable d'attirer, ou au moins, de retenir les gens dans ces régions et d'atténuer encore



L'examen que nous avons effectué des tendances socio-économiques, des déséquilibres et des épreuves qui en ont résulté pour la société canadienne, de même que l'efficacité limitée des efforts gouvernementaux tendant à les corriger, indiquent nettement la nécessité d'un engagement extrêmement précis de la part de tous les organismes de développement en vue de réaménager et de revitaliser l'économie rurale. Cet engagement doit se fonder sur la conviction ferme qu'une répartition plus équitable des activités économiques entre les zones rurales et les zones urbaines est de nature à apporter des avantages sociaux et économiques à tous les Canadiens.

### *Valonien le Canada rural*

5. La prise de conscience de ce genre de besoins de développement et de besoins humains dans les zones rurales sera évidemment impossible si les plans et les programmes sont élaborés aux niveaux supérieurs de gouvernement. La planification et l'action destinées à identifier les besoins et les possibilités ruraux ou régionales peuvent être le mieux organisées à l'intérieur des collectivités de la zone ou de la région en cause, grâce aux initiatives d'associations locales ou sub-régionales de développement et d'autres groupes locaux d'intérêts. Il convient également d'assurer la participation de la collectivité dans le processus d'évaluation, afin de déterminer dans quelle mesure des programmes quelconques ont connu le succès et l'échec.

4. On n'a en général pas suffisamment insisté sur les programmes d'adaptation sociale dans le cadre de la famille. Si les gens éprouvent le besoin et le désir de se déplacer pour améliorer la situation de leur emploi et de leur revenu, des programmes d'adaptation sociale doivent être mis en place si l'on veut que la transition soit couronnée de succès. Ceci implique divers programmes non seulement dans la zone qu'ils quittent, mais aussi dans les zones dans lesquelles ils sont reçus.

3. Il doit être mis à la disposition de la population locale des formes appropriées de formation, afin de lui permettre de participer pleinement au développement. Un temps de guidage suffisant doit être prévu dans ces programmes de formation, car ils forment une partie intégrante du processus de développement et doivent être coordonnés avec d'autres éléments du programme.

2. Les activités de création d'emplois doivent s'axer de manière réaliste sur le potentiel et les possibilités économiques. Beaucoup de zones rurales ne présentent peut-être pas d'attrait pour des industries qui ne se fondent pas sur des ressources locales. Dans de tels cas, les efforts de création d'emplois doivent se tourner vers l'amélioration de l'efficacité de la production des industries primaires existantes et vers la stimulation d'un traitement plus poussé des ressources primaires locales. Ceci implique à son tour l'introduction de techniques appropriées, d'un financement suffisant, d'une formation à la gestion et d'une multitude d'autres apports destinés à améliorer les facultés et les possibilités économiques de ces zones, au rythme et au taux de développement que les collectivités desdites zones peuvent supporter.

1. Il est nécessaire d'accorder de l'importance à la création d'emplois dans les zones rurales. Etant donné l'importance actuelle de la population et de la main-d'œuvre disponible de ces zones, ainsi que leurs possibilités de croissance démographique, il n'est peut-être pas réaliste de prévoir qu'elles vont engendrer une quantité suffisante de possibilités d'emploi pour assurer des normes de vie suffisantes à toutes les populations desdites zones. Ceci signifie que les programmes doivent établir un équilibre judicieux entre la création d'emplois dans ces zones et l'incitation à quitter celles-ci de manière volontaire.

Il est possible de tirer de ce bref examen les leçons importantes qui suivent:

Certains programmes fédéraux que l'on prétendait d'une application universelle n'ont eu aucune utilité pour les habitants des campagnes; en fait, ces programmes se sont révélés discriminatoires à l'égard des populations rurales. Les prêts sur hypothèque que consent la SCHL sont obtenus pour la plupart dans des zones urbaines et non dans des collectivités rurales. L'exigence générale, dans la pratique, d'un certain minimum de population, dotée d'installations de services particuliers dans une collectivité rurale, reflète l'hypothèse selon laquelle, dans des collectivités rurales moins importantes et possédant moins de services, le financement sur hypothèque aux fins de construction d'habitations représente un mauvais investissement et un risque plus élevé. De même, les hommes d'affaires ruraux qui recherchent une aide financière sous forme de prêts des banques se voient souvent imposer des exigences plus élevées en matière de capital qu'une entreprise analogue située dans une zone urbaine.

Le Canada manque particulièrement de programmes destinés à combler le fossé qui existe entre les possibilités d'emploi dans des villes éloignées et la situation réelle de ceux qui se trouvent dans des zones rurales relativement reculées. À cet égard, les initiatives gouvernementales destinées à améliorer les perspectives d'emploi et à relever le niveau des revenus dans les régions défavorisées continuent à laisser passablement de côté le problème des gens des zones rurales. Il est évident que de nouvelles initiatives et de nouvelles structures d'organisation sont nécessaires si l'on veut atteindre ces gens dans un sens qui ait une signification quelconque.

de ceux qui se trouvent dans des zones rurales plus éloignées. Pour ces personnes, la présence de centres de croissance élargit quelque peu l'existence des possibilités d'emploi, à condition de pouvoir franchir les barrières grâce à la formation, à l'adaptation sociale et à d'autres moyens. Les populations rurales semblent toutefois avoir le sentiment que l'incidence sur l'emploi, dans les zones rurales, d'industries situées dans de tels centres de croissance, a été jusqu'ici minime.

Il semble toutefois que la notion du centre de croissance va surtout aider ceux qui se trouvent dans ce centre de croissance lui-même, ou à une distance permettant de s'y rendre au travail, et ne peut faire que peu de chose pour améliorer de manière sensible les perspectives économiques

Lors de la création du MEER en 1969, l'effort de développement s'est déplacé vers la notion du "centre de croissance". Le centre de croissance est une zone urbaine, généralement située dans une région défavorisée, que l'on espère, grâce à des stimulants financiers à l'industrie, à des programmes d'équipement et à des investissements dans l'infrastructure sociale, rendre suffisamment attrayant pour l'industrie pour créer une base permanente de développement industriel. Les politiques fédérales de développement régional se sont ainsi de plus en plus engagées surtout vers l'urbanisation et l'industrialisation, sans reconnaître suffisamment les liens qui unissaient entre eux les secteurs ruraux et non ruraux en matière de relations réciproques complexes du point de vue social et économique. Les dépenses engagées pour l'adaptation sociale et l'aménagement des ressources rurales, dans les accords sur les zones spéciales, ont été anormalement basses. Il est également possible de discerner, depuis 1969, une tendance à la décroissance des dépenses dans les programmes ARDA.

à ces genres de personnes. Malheureusement, on n'a laissé au Programme de relance qu'une durée d'existence de trois à cinq ans, de sorte qu'ils n'ont pas pu aller plus loin que de commencer à déterminer quelles techniques de formation et d'enseignement étaient les plus efficaces. Ils ne fonctionnaient pas de programmes destinés à créer des possibilités d'emploi. Le Programme de relance a connu des expériences à la fois heureuses et malheureuses. Dans certaines zones, non seulement on a élaboré des méthodes nouvelles, mais on a de plus créé et adapté aux besoins particuliers des populations de chaque zone des formes nouvelles d'institutions. Le Programme de relance a démontré l'importance de méthodes souples, axées sur les besoins spécifiques de groupes particuliers dans diverses zones rurales de tout le Canada.

concerne des zones comme celles d'Interlake au Manitoba, de l'Île-du-Prince-Édouard, du nord-est du Nouveau-Brunswick et de la Gaspésie. Les programmes FODER ont engendré un mécanisme de planification fédérale-provinciale et, dans une certaine mesure, la mise en oeuvre de mécanismes communs qui ont mobilisé des institutions, des programmes, des ressources financières et des effectifs tant fédéraux que provinciaux, d'une manière qui visait à améliorer la croissance économique et l'infrastructure sociale des zones en cause.

L'efficacité de ces plans a varié dans une large mesure d'une zone à une autre, selon le réalisme du plan, l'efficacité du mécanisme fédéral-provincial de mise en oeuvre, l'étendue de la participation des populations des zones locales et le caractère suffisant des accords de financement. Depuis la création du MEER en 1969, le cadre et les objectifs de certains des programmes FODER ont fait l'objet de modifications importantes, afin de les mettre en harmonie avec les politiques de développement régional.

Le ministère de la Main-d'oeuvre et de l'Immigration a pris, à la fin des années soixante, une autre initiative avec l'élaboration du Programme de relance. Ce programme expérimental, axé sur la recherche a été appliqué à des zones rurales choisies en Alberta, en Saskatchewan, en Nouvelle-Écosse, dans l'Île-du-Prince-Édouard et au Nouveau-Brunswick. Il procédait de la prise de conscience du fait que l'on savait peu de chose sur les techniques d'enseignement, de formation et d'adaptation sociales nécessaires pour préparer à de meilleures possibilités d'emploi, soit sur place, soit ailleurs, ceux qui, depuis des générations, avaient souffert de la pauvreté dans les campagnes. Le gouvernement fédéral et les gouvernements provinciaux ont créé en commun des corporations à but non lucratif, que le gouvernement fédéral finançait d'ailleurs en totalité. Il était laissé à ces corporations une latitude raisonnable d'expérimenter des méthodes et des programmes nouveaux destinés à répondre aux besoins particuliers de groupes de population pauvre dans leurs zones particulières, avec l'espoir que les programmes qui connaîtraient le succès seraient utilisés plus largement dans d'autres programmes de formation et d'enseignement s'adressant

L'étape suivante était encore plus large et comportait l'élaboration et la mise en oeuvre de ce qui est devenu et connu sous le nom de RODER (Fonds de développement économique rural). Ce programme se fondait au départ sur des zones sur lesquelles on s'était mis d'accord dans un certain nombre de provinces et ne s'appliquait pas seulement à des zones rurales agricoles, mais à des zones rurales en général et comprenait même de petites zones urbaines. Ces plans tentaient de s'axer à assurer un développement économique et social d'ensemble dans une zone. Les plans et les programmes d'action ont été élaborés en collaboration avec les provinces en ce qui

Bien que certaines de ces imperfections aient été corrigées dans la troisième série des accords ARDA avec les provinces, qui traduisent maintenant les intentions plus larges de cette loi vis-à-vis les campagnes, la programmation que prévoit l'ARDA reste très limitée. Son rôle consiste plus à pourvoir des emplois dans des programmes de développement économique rural qu'à jouer un rôle positif, consistant à mettre sur pied une méthode d'ensemble coordonnée de développement économique et social des zones rurales se fondant sur l'initiative et la participation locales.

On s'est rendu compte, au début des années soixante, qu'une méthode plus générale et plus intégrée serait nécessaire. C'est ainsi que le gouvernement fédéral a élaboré, en accord avec les provinces, le programme ARDA, destiné à améliorer l'efficacité et la productivité de l'agriculture et l'utilisation d'autres ressources, tout en prévoyant certaines dispositions en vue de déplacer les exploitants agricoles marginaux vers d'autres activités et de soustraire leurs terres à la production. Ce programme s'appliquait à un nombre relativement peu élevé de zones du Canada et surtout, il ne visait pas à aplanir des difficultés survenant dans des zones s'appuyant sur d'autres industries comme l'industrie forestière, la pêche et l'exploitation minière. Les difficultés d'adaptation des populations rurales habituées à l'agriculture n'ont pas été résolues d'une manière effective, en ce sens que celles-ci n'ont pas été préparées à d'autres emplois à l'endroit où elles vivaient ou que leur adaptation à un milieu urbain n'a pas été facilitée.

secondaires.

zones elles-mêmes ne pouvaient pas convenir au développement d'industries pour attirer des industries dans la plupart de ces zones, ou parce que ces zones peu de revenus ou d'emplois, car les stimulants étaient trop faibles fonction de l'étendue du chômage qui y régnait. Ce programme n'a engendré Le pays, était destiné à amener des industries dans des zones désignées en qui s'appliquait en grande partie à des zones rurales disséminées dans tout régions rurales ou défavorisées. Le premier programme d'aménagement régional, à tenter d'aider le développement économique et social des populations des Le gouvernement fédéral a commencé à la fin des années cinquante

### *Politiques fédérales et Canada rural*

tenter d'entrayer ce processus. banisation et l'insuffisance des méthodes gouvernementales actuelles pour compagne la continuation sans contrôle des tendances historiques vers l'urbanisation, devant l'augmentation des coûts sociaux et économiques qui accompagnent le développement croissant des Canadiens, tant des campagnes que en raison du mécontentement de la croissance nationale. Nous agissons ainsi peu à peu à un réaménagement et à une revivification du Canada rural, tout thodes et des mesures politiques nouvelles qui, pense le CCA, aboutiraient fédérales d'aménagement rural de la dernière décennie et recherche des méthodes Le présent chapitre fait une brève appréciation des politiques

## POLITIQUES ET MÉTHODES NOUVELLES

### CHAPITRE II

Le CCAR partage l'opinion de beaucoup de Canadiens en cause, selon laquelle ces tendances contraires ne sont pas évitables et selon laquelle, également, des politiques et des programmes qui reposent sur leur continuation et favorisent celle-ci ne sont plus acceptables. A la lumière de l'évolution qui peut être prévue, il est possible d'appliquer des politiques et des programmes appropriés afin de modifier la croissance et le développement du pays, et de leur donner une direction nouvelle, pour le plus grand avantage de tous les Canadiens, quel que soit l'endroit où ils vivent. Le chapitre qui suit va analyser en gros les genres de méthodes, de politiques et de programmes de développement dont on a besoin, et dont le CCAR estime qu'ils peuvent le mieux répondre au souci croissant des Canadiens, particulièrement ceux qui vivent dans les zones rurales.

Les principales tendances démographiques, sociales et économiques que nous avons brièvement examinées dans le présent chapitre sont réelles; il n'est pas possible de les ignorer. La répartition actuelle entre les campagnes et les villes, les pressions ressenties tant dans les zones rurales que dans les zones urbaines, sont en grande partie le résultat de ces influences. La rapidité prévue de cette évolution laisse présager des conséquences redoutables pour un très grand nombre de Canadiens, notamment ceux qui désirent vivre en milieu rural.

### Conclusion

L'évolution de ce rôle des régions rurales n'est pas la même dans tout le pays. Dans certaines zones où la croissance urbaine a été forte, l'accélération du taux de l'aliénation des terrains agricoles indique qu'une planification visant à la préservation des terrains s'impose impérieusement. Dans d'autres zones où l'on continue à s'appuyer fermement sur les industries primaires et où les revenus sont bas et présentent des disparités, l'expansion économique et la possibilité d'emplois sont beaucoup plus urgents. Dans d'autres zones encore, où les perspectives de développement et de revenus suffisants sont faibles en raison de ressources modestes ou insuffisantes, des programmes appropriés d'adaptation en dehors de ces zones sont nécessaires. En bref, bien qu'il existe divers problèmes pressants dans le Canada rural, ceux-ci varient largement selon les zones et exigent diverses séries de programmes et de méthodes si l'on veut réussir à les résoudre.

mais également sur une utilisation inefficace de ces terrains agricoles. Rien n'incite à les conserver pour une utilisation agricole, car il n'existe dans ces zones aucun service de soutien de l'agriculture. Ces terrains ruraux non entretenus perdent rapidement leur attrait en tant que paysage rural et n'atteignent plus leur but consistant à répondre aux besoins d'un environnement esthétique de la ville. Des études effectuées en Ontario et au Québec montrent que la zone que touche indirectement ce phénomène peut atteindre jusqu'à cinq fois la zone urbaine existante. Il est par suite évident que les effets de ce processus sur les terrains agricoles du Canada semblent présenter une ampleur alarmante.

<sup>1</sup> L.O. Gertler, "L'ombre de la ville, la théorie urbaine et la planification régionale" dans Planification régionale au Canada, testament d'un planificateur, Harvest House, Montréal, 1972, pages 34 à 47.

Cette "ombre de la ville" est le résultat des exigences existantes et prévues d'aménagement des centres urbains dans des zones de plus en plus distantes du centre de la ville. Ce résultat porte non seulement sur des terrains agricoles inutilisés, détenus à des fins spéculatives, mais également les rôles nouveaux des zones rurales. Un processus sans contrôle d'étalement urbain porte la promesse d'une vie campagnarde et de coûts peu élevés, mais il détruit le paysage rural et dissimule ces coûts. Cet étalement aboutit à une aliénation de terres agricoles et à la destruction du caractère rural d'une superficie bien plus étendue que les terrains directement perdus au profit d'utilisations urbaines<sup>1</sup>.

Les difficultés qui se font jour dans les zones rurales, particulièrement au voisinage de centres urbains importants, sont telles qu'elles ont pour effet de mettre en péril non seulement le rôle traditionnel, mais également les rôles nouveaux des zones rurales. Un processus sans contrôle d'étalement urbain porte la promesse d'une vie campagnarde et de coûts peu élevés, mais il détruit le paysage rural et dissimule ces coûts. Cet étalement aboutit à une aliénation de terres agricoles et à la destruction du caractère rural d'une superficie bien plus étendue que les terrains directement perdus au profit d'utilisations urbaines<sup>1</sup>.

Les zones rurales remplissent également de plus en plus, à l'usage des habitants des villes, un rôle de loisirs et d'esthétique. Les résidences d'été, les terrains de camping, les stations de vacances, les zones pittoresques, etc., présentent de plus en plus d'importance pour les habitants des villes qui désirent s'évader en quête de loisirs. Ils constituent également des endroits attrayants pour prendre sa retraite. Les zones rurales ne peuvent, bien entendu, assurer ce rôle que si elles restent rurales par leur aspect et par leur milieu.

Les villes.

Dependre moins des activités traditionnelles et de trouver des emplois dans campagne environnante permettent également aux habitants des campagnes de commodités qui permettent aux gens de la ville de se transporter dans la grâce à des installations plus perfectionnées de transport. Ces mêmes

Les zones rurales voisines des centres urbains fournissent des gites à des travailleurs de la ville qui peuvent se rendre dans celles-là,

Traditionnellement, le rôle des zones rurales a été de produire de la nourriture. Ce rôle restera important en ce qui concerne le Canada rural, notamment si l'on considère les perspectives mondiales actuelles de la production de nourriture. De plus, si l'on met à part l'expansion des centres urbains et l'amélioration des transports et des communications, on fait de plus en plus appel aux zones rurales pour remplir divers rôles. De profondes modifications se sont également produites dans les collectivités rurales du point de vue des goûts et de la physionomie de la consommation, qui s'alignent de plus en plus sur ceux des villes.

### Évolution du rôle des zones rurales

Ces questions des coûts et des avantages sociaux et privés sont importantes, lorsqu'on évalue l'effet de la concentration urbaine. D'un côté, la dépopulation des collectivités rurales laisse derrière elle un investissement important en infrastructure sociale et en installations collectives, qui, d'un autre côté, doivent être fournies à un coût accru dans des zones urbaines. Le coût social de l'effort résultant de l'évolution et de la concentration urbaines est plus difficile à mesurer, mais il n'en reste pas moins réel. Le fait de tenir compte de l'ensemble de ces coûts qu'engendre l'urbanisation peut fort bien modifier la valeur relative de la poursuite de la concentration urbaine et de l'aménagement des zones rurales.

Une firme qui vient s'établir dans un centre urbain, ou qui y étend son exploitation existante, va également payer moins que sa juste part de ces coûts accrus, qui sont le résultat d'une demande croissante de logements, de transports, d'installations de santé et d'enseignement et autres, pour la main-d'œuvre accrue qu'elle emploie. C'est pourquoi beaucoup des avantages de l'agglomération profitent aux firmes nouvelles et non à la collectivité qui doit en faire les frais.

Les effets de cette croissance des villes se sont toutefois manifestés de la manière la plus spectaculaire, dans les villes les plus importantes, au cours de la décennie passée, par l'augmentation du coût du logement et notamment de la valeur des terrains. Le coût du logement a maintenant atteint un point où, pour pouvoir acheter une maison, une famille doit bénéficier d'un revenu bien plus élevé que la moyenne. De plus, il y a d'innombrables autres services qui deviennent essentiels dans une ville mais dont on n'a normalement pas besoin dans des zones rurales, comme des services de loisirs, une réglementation de la circulation, un service de respect de la loi et de maintien de l'ordre, etc.

L'augmentation du coût de ces services urbains est plus que proportionnelle à celle de la population. Le coût moyen des services devient bien plus élevé que celui qui existait avant l'accroissement de population. Selon toute probabilité, les résidents supportent une partie écrasante de la charge de ces coûts, en raison, en partie, des coûts plus élevés qu'entraîne la fourniture des services nouveaux répartis sur l'ensemble de la population, dont la majorité vivait déjà dans la ville. De plus, celui qui vient des zones rurales entre généralement dans la catégorie des emplois à faible revenu et vit dans des maisons de moindre valeur, de sorte qu'il paie moins que la moyenne des taxes et moins que le coût des services qui ont été fournis à son intention.

L'ampleur de ces coûts directs et indirects devrait faire l'objet d'une recherche poussée. Une telle recherche démontrerait que les coûts de la valeur accrue des terrains, l'augmentation des coûts de construction et d'entretien de rues et de routes, les taxes escomptées sur le terrain perdu, les coûts accrus pour assurer l'enseignement, les parcs et l'aménagement naturel du paysage urbain, la lutte contre la pollution, les services de santé, la protection de la police, etc., constituent un prix trop élevé pour la concentration urbaine et une croissance moderne quelque peu illusoïre.

Les centres urbains ont dû eux aussi faire face à des difficultés provenant de leur expansion. L'augmentation élevée de la population des centres urbains a eu pour résultat une croissance matérielle qui s'est manifestée par l'étalement des villes et la concentration de la population dans des tours d'habitation. Cette croissance a abouti à des demandes accrues de routes et de services, et l'obtention de ceux-ci augmente leur usage et engendre une demande plus forte. De même, la concentration accrue de la population engendre des demandes d'emplacements de stationnement, de transports publics et d'autres services qui exigent d'importants investissements.

#### *Mécontentement urbain et coûts sociaux*

Le sentiment, dans ces zones rurales, qu'une collectivité n'a pas d'avenir, une fois qu'elle est aménagée, met en mouvement une série de contraintes qui arrivent à jouer d'elles-mêmes en s'ajoutant les unes aux autres. Les éléments plus jeunes et mieux instruits tendent à être les premiers à s'en aller et ce processus prive la collectivité, pour l'avenir, de chefs et de personnes dotées d'esprit d'entreprise. Les genres habituels d'aide deviennent plus difficiles à se procurer. On ne dispose pas facilement, par exemple, de crédits dans une collectivité qui peut ne pas survivre, de même que l'on y décourage les divers genres d'investissements. Dans beaucoup de cas, les installations publiques ne sont pas maintenues ni étendues, et l'on n'y pousse pas à la construction ni à l'amélioration des logements et d'autres éléments d'infrastructure.

banques, etc., mais également leurs fonctions sociales et économiques. Les services de santé, d'enseignement, de loisirs et même les services essentiels, i.e., le téléphone, les transports et la poste coûtent de plus en plus cher aux résidents au point que ces services doivent ralentir ou suspendre leurs activités; du coup, la collectivité perd davantage de son attrait et de sa population.

Cet excédent des départs sur les arrivées a des effets immédiats, qui augmentent de plus en plus, sur le niveau de l'activité économique dans une collectivité et a, de plus, des effets néfastes à long terme sur les perspectives de croissance éventuelle des marchés locaux. Avec un marché qui rétrécit constamment, les zones rurales éprouvent de plus en plus de difficulté non seulement à conserver les activités commerciales telles que les épiceries, les centres de services aux exploitations agricoles, les

Les effets de ces tendances n'ont pas eu que des avantages. Dans les zones rurales, l'excédent des départs sur les arrivées a diminué la demande de services dans les collectivités rurales qui pouvaient auparavant subvenir à leurs besoins en pourvoyant à ceux de la population avoisinante. La tendance à la commercialisation et à la spécialisation en agriculture, et dans les autres industries primaires, a accru la demande de certains services spécialisés qui tendent à se concentrer dans quelques centres importants desservant un arrière-pays étendu. L'amélioration des réseaux de communication et de transport les rend plus accessibles et étend la superficie de la zone que desservent les centres urbains.

### Situation difficile des zones rurales

Il convient de tenir compte de ces facteurs dans toute évaluation de développement éventuel, des zones rurales, car elles constituent le fondement même d'une activité économique rentable. Il est nécessaire de reconnaître que les industries primaires bénéficient actuellement d'une puissance accrue; leur avenir économique est solide, assurant une bonne base à l'amélioration du rendement dans des régions rurales qui développent leur croissance économique en s'appuyant sur des activités connexes. La croissance des industries primaires continuera toutefois, dans l'avenir, à se fonder sur des techniques nécessitant des capitaux considérables et non sur une main-d'œuvre; et les possibilités d'emploi dans les industries employant beaucoup de main-d'œuvre continueront à diminuer.

L'évolution des techniques a contribué à l'urbanisation des deux côtés: en diminuant, dans les régions rurales, les besoins de main-d'oeuvre dans l'agriculture et dans les autres industries primaires; dans les zones urbaines, en attirant l'excédent de main-d'oeuvre rurale qui recherchait d'autres emplois. Dans les industries urbaines, l'évolution des techniques a engendré des économies qu'il était possible de réaliser grâce à l'étendue plus grande des exploitations et à la spécialisation, exigeant ainsi un marché plus vaste, dont on dispose habituellement dans les centres urbains importants. Cette croissance attire en outre des industries analogues et connexes, tant celles qui se spécialisent dans la production de certains apports que celles qui fournissent des services connexes. L'ensemble de ce processus vient s'ajouter aux espérances que l'on nourrit en ce qui concerne les avantages d'une implantation dans des centres urbains.

Les centres urbains présentent également moins de risques et d'incertitude, tant pour l'individu que pour la firme. L'individu voit s'offrir à lui non seulement des installations plus perfectionnées, mais également une diversité d'emplois qui lui donne un sentiment de sécurité financière. L'individu qui se trouve en face d'un choix aussi large n'est plus à la merci d'un ou de quelques emplois dans une industrie particulière; et outre la stabilité financière accrue, il a également la possibilité de choisir le genre d'emploi qui peut lui apporter le plus de satisfaction personnelle. Ceci est particulièrement important lorsqu'on le compare aux fortes fluctuations des revenus et de l'emploi qui existent dans l'agriculture et dans les autres industries primaires.

Du côté de la firme, les centres urbains assurent un choix plus étendu de main-d'oeuvre et une gamme de qualifications et de spécialisations que l'on ne trouve pas dans les zones rurales. L'existence d'un marché plus étendu, la variété des industries et le choix de main-d'oeuvre disponible permettent à une firme de modifier plus facilement la gamme de ses produits ou ses méthodes de production, afin d'éviter la désétude de ses techniques ou du marché.

TABLEAU IV

Revenu familial moyen

1967		1971	
Actuel \$	1961 \$	Actuel \$	1961 \$
Ensemble du Canada	7,602	6,587	10,368
Zones métropolitaines	8,546	7,405	11,560
Zones rurales	5,408	4,685	7,627
Zones rurales en % de l'ensemble du Canada	71.1%		73.5%
Zones rurales en % des zones métropolitaines	63.2%		65.9%

Source: Chiffres de 1967 extraits du catalogue n° 13-538 du BFS et chiffres de 1971 extraits du catalogue n° 13-207 de Statistique Canada.

Forces économiques et urbanisation

Cette évolution des physionomies économiques et la tendance vers l'urbanisation reflètent plusieurs phénomènes dynamiques ayant entre eux des liens réciproques. L'organisation industrielle est à la base fonction de la demande croissante, tant intérieure qu'internationale, et de l'évolution des techniques et des coûts de production. Les forces de causalité jouent dans les deux sens, de la demande à la production et de la production à la demande<sup>1</sup>. Il existe un jeu analogue en ce qui concerne les emplois et la population. Il ne fait aucun doute que la population augmente aux endroits où il se trouve des emplois, mais que de la même façon, une certaine population crée une certaine demande et attire plus d'industries et par suite plus d'emplois et plus de gens.

<sup>1</sup> W.M. Illing, "Physionomie industrielle de la croissance", L'Economie jusqu'en 1980: documents pour le personnel, Conseil économique du Canada, 1972.

Il convient de faire remarquer qu'une comparaison directe du revenu en espèces entre les zones rurales et les zones urbaines n'est peut-être pas absolument appropriée, en raison de la différence des coûts et des styles de vie. Cette comparaison est toutefois de plus en plus valable, si l'on tient compte de l'urbanisation continue des goûts et des habitudes de consommation dans le Canada rural. En tout état de cause, l'absence d'une amélioration importante des revenus relatifs au cours de cette période constitue en partie l'explication du mouvement que l'on a observé, en même temps que l'inquiétude que cause à la société une situation qui ne peut se justifier.

La physiologie de l'évolution de l'emploi et de la répartition de la population traduit dans une large mesure la réaction à différentes possibilités de revenus. La disparité entre les revenus familiaux ruraux et urbains est non seulement importante, mais elle n'a pas diminué de manière appréciable au cours de la dernière décennie.

### Niveau des revenus

Les services plus spécialisés, qui vont de pair avec les progrès des techniques, se trouvent également et surtout dans les zones urbaines. Les établissements financiers, les services d'experts techniques et de gestion, les installations de communications, les établissements d'enseignement supérieur, etc., sont habituellement situés dans les centres où les activités commerciales sont importantes ou croissantes, et rarement dans des zones rurales ou dans des collectivités moins importantes. De même, les services gouvernementaux sont généralement situés dans les centres urbains les plus importants. Ainsi, la tendance est à la continuation du déclin de l'emploi basé dans les campagnes et à l'augmentation des industries employant de la main-d'œuvre dans les zones urbaines.

ne disposons d'aucune ventilation de ces services entre les zones rurales et les zones urbaines, il semble logique de supposer qu'ils se situent surtout dans les villes. Les services personnels se rattachent dans une large mesure à la population; et il est prévu que l'urbanisation doit se poursuivre.

TABLEAU III

Modification et répartition de l'emploi  
par groupes d'industries

Emplois  
Part de l'emploi total

Modification annuelle  
moyenne en %

	1960-1970	1970-1980	1960	1970	1980
Agriculture	-3.1	-2.1	11.4	6.5	4.1
Industrie forestière	-1.6	1.2	1.6	0.9	0.8
Pêche	1.1	-. -	0.3	0.3	-. -
Mines, pétrole et gaz	4.9	2.1	1.6	1.6	1.5
Fabrication	2.5	0.2	23.8	22.7	17.1
Construction	2.7	3.7	6.5	6.0	6.3
Services électriques, d'eau et de gaz	3.0	-0.8	1.2	1.1	0.8
Transports, entreposage et communications	2.2	2.0	8.4	7.6	7.1
Commerce de gros et de détail	2.9	3.0	17.1	16.8	16.5
Finances, assurances et biens immobiliers	5.0	4.3	3.8	4.6	4.9
Collectivités, entreprises et services personnels	6.4	6.1	18.6	25.7	34.1
Administration publique	3.8	3.4	5.8	6.2	6.5
Total de l'économie	3.1	3.1	100.0	100.0	100.0

Source: Neuvième rapport annuel "Les années jusqu'à 1980"  
Conseil économique du Canada, Ottawa, 1972.  
Tableau 4-17, page 62.

moins actives ou pour se déplacer dans un milieu urbain, à la recherche d'un emploi.

Les effets de ce processus d'innovation technique et de décroissance des possibilités d'emploi se sont par la suite traduits par un déplacement des populations vers les centres urbains et par la décroissance de la viabilité des collectivités rurales.

Mesurée en gains nets de productivité et en augmentation des revenus des exploitations agricoles, pour ceux qui ont réalisé des économies d'échelle de cette nature, cette transition a été sans aucun doute avantagieuse. L'augmentation des revenus des exploitations agricoles reflète plutôt, toutefois, la concentration des richesses dans une tranche plus petite de la population rurale.

Le tableau III montre l'ampleur de cette évolution de la physionomie de l'emploi et de la suite qu'elle aura probablement.

Les industries primaires ont en général diminué en tant que sources d'emploi, tant en valeur absolue qu'en valeur relative. La fabrication secondaire a conservé une proportion relativement stable de la main-d'oeuvre, tandis que les industries de services ont vu leur importance augmenter.

Nous pouvons de la sorte constater qu'en agriculture comme dans les autres industries primaires, la capacité relative d'emploi va continuer à diminuer. Il est prévu que le taux de cette diminution doit s'atténuer; en fait, il est prévu une légère augmentation de l'emploi en valeur absolue dans l'industrie forestière. En ce qui concerne les zones rurales se fondant principalement sur ces industries primaires, il est prévu que la base économique et démographique doit encore diminuer.

La principale source de croissance de l'emploi continuera de se situer dans les industries tertiaires ou de services, et il est fort probable que cette croissance interviendra dans les centres urbains. Comme nous

Le producteur primaire a dû compter sur la disponibilité des capitaux nécessaires et sur les moyens de se les procurer. Le défaut de capitaux de cette nature, pour acquérir et regrouper une exploitation économiquement rentable et viable, de même que pour acheter les immobilisations nécessaires, a obligé beaucoup de petits exploitants agricoles, de petits pêcheurs ou de petites exploitations de bois à abandonner leur affaire, ou à la vendre, pour rejoindre les rangs des populations rurales

Avec la complexité croissante des techniques et les demandes d'autres secteurs de l'économie, les zones rurales ont été de plus en plus obligées d'adapter leurs propres besoins et leurs propres institutions à ces innovations. L'innovation technique qui en est alors résultée exige des niveaux de productivité plus élevés et des exploitations de plus grande envergure, afin de financer la mise importante de capitaux qu'a entraînée cette évolution.

Dans le cadre de l'économie rurale traditionnelle, les industries primaires constituaient les principaux employeurs de main-d'œuvre rurale. L'introduction de la spécialisation et de la mécanisation des opérations en agriculture, dans les pêcheries et dans les exploitations forestières a considérablement réduit les possibilités d'emploi dans les zones rurales. L'innovation et la mécanisation étaient nécessaires à l'origine en raison d'une pénurie aiguë de la main-d'œuvre requise; elles ont été introduites et adaptées afin de répondre aux besoins des producteurs ruraux et de se conformer à leurs institutions établies.

#### Tendances des activités économiques rurales et de l'emploi

dans les zones rurales.

rémunérateurs dans les professions primaires se sont rapidement amenuisées industrielles, de l'emploi et de la population. Les possibilités d'emplois quelques-uns, ont considérablement modifié la physiologie des activités ques, dans les transports, et la demande sur le marché, pour n'en citer que un certain nombre de facteurs, comme les progrès accomplis dans les techni-

Au cours de cette même période, la population rurale a diminué de 38 p. 100 à 24 p. 100 à peu près, et la population rurale agricole a diminué de 20 p. 100 à son point bas actuel de moins 7 p. 100.

TABLAU II

Répartition en pourcentage de la population canadienne

1951	61.6	76.1
	Rurale en pourcentage du total	
	Rurale en pourcentage du total	23.9
	Rurale non agricole en % du total rural	72.5
	Rurale agricole en % du total rural	27.5
	Rurale agricole en % du total	6.6

Source: Pour les données de base, voir l'annexe, tableau III.

Les 76 p. 100 de la population totale du Canada qui vivent dans des zones urbaines sont encore plus concentrés. Plus de 40 p. 100 de ces habitants des zones urbaines représentent à peu près 18 villes canadiennes importantes, et plus de 50 p. 100 de cette population se situe à Toronto et à Montréal seulement. Le ministre des Affaires urbaines et l'Institut d'analyse quantitative de l'université de Toronto ont estimé, entre autres, qu'entre 1961 et 2001 la population totale du Canada accusera, selon toute probabilité, une augmentation de 16 millions d'habitants et que plus de 75 p. 100 de cet accroissement de population se produira dans les villes<sup>1</sup>. Les deux cartes isodémographiques qui figurent à l'annexe donnent un aspect visuel de ces tendances.

Cette évolution de la population et de sa répartition constitue le résultat le plus spectaculaire et le plus évident d'une économie en évolution. Dans la période qui a suivi la Seconde guerre mondiale, notamment,

<sup>1</sup> Groupe de recherche sur les systèmes, Canada: Prévisions de population jusqu'à l'an 2000, Toronto, 1970.

L'élément le plus important du déclin de la population rurale a été la population des exploitations agricoles. Dans le cadre d'une population rurale généralement en déclin, la perte de population rurale agricole a connu un taux de 3.4 p. 100 par an depuis 1951. D'un autre côté, la population rurale non agricole a augmenté au taux de 2.2 p. 100 par an au cours de la même période, ce qui indique qu'une partie de la population agricole a trouvé des activités non agricoles, tout en restant en milieu rural. La plus grande partie de la perte de population agricole doit toutefois s'expliquer par un mouvement vers des zones urbaines. Alors qu'en 1951, près de 62 p. 100 de la population canadienne était urbaine, cette proportion est montée en 1971 à 76 p. 100, comme l'indique le tableau II.

Source: Pour les données de base, voir l'annexe, tableaux I et II Canada.

	Modifications en pourcentage	Croissance annuelle moyenne en pourcentage
Urbaine	90.2	3.3
Rurale	- 4.2	- 0.2
Rurale agricole	- 49.8	- 3.4
Rurale non agricole	54.2	2.2
TOTAL	54.0	2.2

Croissance en pourcentage de la population au Canada,  
de 1951 à 1971

TABLAU I

des décennies qui viennent de passer, les taux élevés de croissance de la population et la répartition géographique et économique de celle-ci ont été étroitement fonction du rendement économique national, de même que la répartition des activités économiques et des possibilités d'emploi. Depuis le début du vingtième siècle, le taux de croissance de la population urbaine a toujours dépassé celui de la croissance de la population totale. Alors que la population totale du Canada a augmenté à un taux de 2.2 p. 100 par année au cours de la période 1951-1971, le taux de la croissance urbaine a été de plus de 3 p. 100 pendant cette même période.

## CHAPITRE I

### FORCES HISTORIQUES

*Incidence des forces sociales et économiques sur le Canada rural et urbain*

Les difficultés auxquelles doivent faire face les zones rurales et les habitants de celles-ci au Canada, et le mécontentement qui en résulte, ne sont ni nouveaux ni accidentels. Ce sont des phénomènes permanents, qui sont la conséquence de forces passées et de circonstances en évolution qui n'ont pas touché différentes zones du pays, ni tous les groupes de Canadiens, de façon identique. Ces forces ont été le résultat, pour une large part, de l'évolution des conditions économiques, ce qui devient encore plus évident dans la physiologie de la répartition de la population qui en est le résultat et dans ses effets; dans beaucoup de cas, elles entrent de manière implicite dans les politiques et les programmes de gouvernements et d'institutions privées.

Le Conseil a tenté, dans le présent chapitre, de passer brièvement en revue l'évolution, au Canada, de la physiologie de la population et des forces économiques sous-jacentes, en faisant porter son effort à la fois sur les effets sociaux et économiques de ces forces sur les collectivités, notamment celles qui vivent dans les zones rurales.

*Tendances démographiques principales*

L'incidence de l'évolution de la population a été spectaculaire dans l'histoire du développement social et économique du Canada. Au cours



Le Conseil estime de plus qu'un tel engagement envers le Canada rural et qu'une méthode de développement qui se fonde sur ces désirs fondamentaux des collectivités rurales engendreront une atmosphère favorable à des activités de développement dans toutes les zones du Canada, qu'elles soient rurales ou urbaines, qu'elles inciteront plus de gens à s'intéresser et à participer au processus de développement et à assureront, par la suite, un meilleur équilibre entre la croissance rurale et la croissance urbaine, de même qu'un meilleur équilibre dans la répartition des populations entre les zones rurales et urbaines.

La stratégie de l'aménagement rural et les éléments de programmes que le Conseil a de la sorte formulés et introduits dans le chapitre III se fondent sur quelques-uns des droits des populations rurales, tels que celles-ci les perçoivent: celui de choisir leur style de vie propre, de fixer le genre d'aménagement qui se fonde sur leurs ressources et leurs possibilités locales, et enfin celui de fixer la dimension des entreprises qu'elles peuvent le mieux soutenir, ou qui peuvent le mieux satisfaire leurs besoins.

Au chapitre II, nous avons brièvement passé en revue ces éléments composants de nos politiques de la croissance et du développement, et nous avons examiné leurs rapports avec l'aménagement rural et les incidences qu'elles ont sur celui-ci. De plus, et à la lumière des enquêtes, des aspirations et de la puissance des populations rurales, telles que celles-ci les ont exprimées au Conseil par l'intermédiaire de leurs associations et de leurs institutions, nous avons tenté d'exprimer en termes clairs la perception qu'elles ont du développement et du processus de celui-ci.

A la lumière de l'évolution prévue, un certain nombre de pays d'Europe ont institué avec un certain succès, au cours des années qui ont suivi la guerre, des politiques tendant à un équilibre de la croissance et de l'aménagement des campagnes et des villes, en incorporant dans ces politiques des objectifs d'utilisation des terres, des buts de répartition de la population et des objectifs de développement économique et social. Ces dernières années, le Canada a également franchi des étapes importantes dans l'élaboration d'éléments composants d'une politique équilibrée de croissance et de développement nationaux. Ce qui manque, toutefois, c'est un procédé ou un mécanisme permettant de coordonner avec efficacité ces éléments composants, et de réagir équilibrablement aux besoins et aux possibilités de développement des zones rurales et urbaines.

Au chapitre I, le Conseil a réuni des documents sur quelques tendances dangereuses en matière socio-économique, afin d'attirer l'attention sur la rapidité prévue de l'évolution de celles-ci et les effets néfastes qu'elles peuvent avoir pour beaucoup de personnes, particulièrement celles qui désirent vivre en milieu rural. Chose plus importante, cependant, ces statistiques ont pour but de fournir à des Canadiens intéressés les éléments essentiels d'une discussion sur ce qui pourrait être fait pour prévoir cette évolution, la diriger vers un processus de développement nous permettant de formuler des politiques et des programmes qui assureraient au pays, dans son ensemble, des avantages sociaux et économiques supérieurs et un mode de vie plus satisfaisant à tous les Canadiens, qu'ils soient des campagnes ou des villes.

Dans les chapitres qui suivent, du présent cinquième rapport et exposé, le Conseil a réuni des documents formant un ensemble de preuves, de même que les intérêts de la société, qui appuient cette proposition. Il a également tenté d'énoncer le cadre d'une politique et une série de conseils sur des programmes, pensant que les gouvernements sont disposés à réagir et ont la faculté d'entreprendre la planification et la programmation nécessaires, en association avec les populations locales.

Ces questions formeront dans une très large mesure le thème central du présent cinquième rapport et exposé, car le fait de ne pas les reconnaître dans des politiques fédérales et provinciales de développement a créé deux situations presque insoutenables. Nous avons d'une part les frais croissants, le mécontentement et les difficultés d'ordre social et "environnemental" rencontrés dans nos centres urbains en expansion rapide. Nous avons d'autre part une dépopulation progressive des zones rurales, qui entraîne une perte de talents et de qualités de chef dans les collectivités rurales, de même qu'une charge fiscale accrue et des frais d'entretien plus élevés des services de ces collectivités. C'est pourquoi non seulement les populations rurales, mais également les habitants des villes recherchent maintenant des issues permettant d'infléchir ces tendances. Le succès d'initiatives publiques comme Enquête Pollution, le mouvement tendant à arrêter les travaux de la voie rapide Spadina, à préserver les espaces verts dans les villes, etc., démontrent également l'inquiétude des populations urbaines à l'égard de la poursuite sans contrôle de tendances traditionnelles à l'urbanisation. En d'autres termes, le public dans son ensemble, qu'il soit rural ou urbain, exprime son désir et sa faculté d'accepter, d'entreprendre et d'exiger un processus de développement qui assurerait au pays des avantages appréciables du point de vue économique, tout en élargissant la gamme des choix offerts à tous les Canadiens.

La principale préoccupation du CCAR, mais en aucune manière la seule, n'est pas moins l'aménagement rural. Le Conseil incline par conséquent à penser que :

Le Canada dans son ensemble retiendrait, du point de vue social et économique, des avantages substantiels d'une politique d'ensemble de réaménagement et de requalification du Canada rural, politique se fondant sur l'ampleur des entreprises et l'étendue des techniques que les collectivités rurales peuvent soutenir.

Le Conseil pense que dans un processus de développement aussi souple et aussi intégrationniste, la question des techniques d'adaptation et de l'am- leur appropriées d'une entreprise dans les zones rurales, de même que la ques- tion de la formation de main-d'oeuvre et d'adaptation des compétences, sont deux points d'importance cruciale.

Conscient des tendances de notre société en matière de développement et du problème concomitant de la dépopulation des campagnes, le CCAR a tou- jours insisté sur des politiques d'aménagement et une planification d'une na- ture globale et souple; en ce qui concerne certaines zones, qui ne sont pas nécessairement les moins éloignées des principaux centres de croissance, les objectifs d'une politique ne doivent pas être principalement axés sur la croissance et l'amélioration des revenus, mais doivent embrasser l'ensemble de l'environnement. De manière idéale, il devrait en être ainsi, mais lorsque les disparités de revenus et le défaut de possibilités constituent les traits dominants d'une zone, les possibilités économiques constitueront une considéra- tion dominante.

Il n'y a pas de doute que les zones rurales ont formé, dans les po- litiques régionales fédérales ne visent principalement qu'à l'industriali- sation et à l'urbanisation: l'absence d'un engagement politique catégorique envers l'aménagement rural en tant que partie intégrante du développement régional; la prépondérance des stimulants industriels et commerciaux, des programmes d'infrastructure dans des accords portant sur des centres choisis de croissance et des régions spéciales; la nature sélective et restrictive des accords ARDA III et la tendance à la décroissance des dépenses de l'ARDA. La politique fédérale, récemment annoncée, de décentralisation des opérations d'établissement d'une politique et d'une programmation du MEER dans diverses régions du Canada traduit, tout au moins partiellement, la reconnaissance de la part du gouvernement de ces soucis et représente une tentative de rapprochement entre le processus gouvernemental de prise de déci- sions et la population, qui permettra à ce processus de mieux répondre aux besoins et aux aspirations locaux et régionaux.

4. Il existe un besoin urgent de programmes suffisants d'information et d'éducation dans tous les secteurs de l'économie et de la vie rurales, tant en ce qui concerne les femmes et les indigènes qu'en ce qui concerne les exploitants agricoles, les pêcheurs, les exploitants forestiers, afin que le potentiel et la puissance des collectivités rurales soient pleinement utilisés. Nous proposons la création de centres régionaux d'information sur des sujets intéressants les collectivités rurales.

5. Les populations rurales du Canada, qu'elles se consacrent à l'agriculture, à l'exploitation forestière ou à la pêche, ont le ferme sentiment que les effets des progrès techniques menacent leurs intérêts économiques. Ce n'est pas simplement une aide qu'elles demandent au gouvernement, mais la juste rémunération de ce qu'elles produisent et l'assurance que le gouvernement les considère comme des associés lorsqu'elles poursuivent le plein développement des possibilités naturelles de leur pays.

Voici quels sont les soucis et les aspirations qu'ont exprimés les populations rurales: c'est l'expression de leur empressément et de leur capacité éventuelle de modeler leur destinée économique et de protéger leurs institutions contre l'assaut de l'évolution technique. Ce sont bien là les éléments essentiels d'une politique de réaménagement rural, telle que la voit la population rurale.

Ce qu'elle recherche en fait, c'est un système de prise de décision des gouvernements qui répondrait de manière convenable à leurs possibilités de développement, à leurs besoins et à leurs préférences, assorti de services, de programmes et de fonds gouvernementaux suffisants et constructifs.

La préoccupation du gouvernement fédéral et des gouvernements provinciaux n'a pas, dans le passé, avec la stimulation de développements importants de la croissance dans le cadre d'une politique de subventions régionales, apporté les réponses ni les possibilités qui convenaient à beaucoup de régions. Il y a

1. Les mouvements des campagnes vers les villes créent de graves problèmes d'adaptation, du point de vue social et économique, pour les populations rurales qui se portent vers les centres urbains, tandis que les zones rurales perdent gros en matière de direction, d'infrastructure et de services. Malgré cela, quelques programmes gouvernementaux tendent à encourager la migration des campagnes vers les villes. Les zones rurales possèdent en fait des ressources naturelles et humaines, qui restent sous-développées, sous-utilisées et souvent non identifiées. Des services de soutien destinés aux populations en cause peuvent donc jouer un rôle important, soit en aidant ces populations à identifier et à développer des possibilités, soit en apportant une aide aux populations qui se déplacent.
2. Il existe un désir croissant de programmes d'animation sociale destinés à aider les collectivités à formuler leurs difficultés, à identifier des possibilités de développement et à participer à la formulation de programmes d'action. Les associations locales de développement estiment que le défaut d'encouragement et d'aide de la part des gouvernements constitue la raison principale de l'échec du lancement de programmes d'animation sociale de cette nature.
3. Le processus gouvernemental de planification manque souvent de réalisme et ne répond pas aux besoins des populations rurales du Canada. Un processus de planification permanent et efficace doit prendre naissance au niveau local, en comportant et en exigeant des apports à tous les paliers, gouvernementaux et non gouvernementaux. Ce processus tendrait à assurer un développement fondé sur des besoins, des possibilités et des forces locales. Les obstacles proviennent principalement du défaut d'une politique gouvernementale positive dirigée vers la participation, de ressources financières limitées et d'une aide technique et professionnelle insuffisante de la part des gouvernements.

Dans ce processus, nous ne pouvons logiquement séparer l'aménagement urbain de l'aménagement rural, de même que nous ne pouvons logiquement mettre à part la notion de l'aménagement rural de celle du développement régional ou national. Il n'est pas possible de parler d'investissement industriel afin d'engendrer des revenus et des emplois dans un centre, ou une région déterminée de croissance, sans parler de l'ensemble du processus de développement, englobant toute une gamme de programmes destinés à élargir l'horizon économique et le choix du style de vie de toutes les populations, quel que soit l'endroit où celles-ci peuvent choisir de vivre. Les populations rurales devraient pouvoir, comme n'importe qui d'autre, accéder de manière égale à l'enseignement supérieur, à une meilleure formation de la main-d'oeuvre et à l'orientation professionnelle, obtenir des commodités et des services sociaux meilleurs, des services médicaux, des logements améliorés et, surtout, une aide qui leur permette de déterminer les possibilités de développement dans leur propre milieu et les aider à se développer à la cadence et dans la mesure où elles peuvent ou veulent le faire.

C'est ainsi que le Conseil conçoit le processus du développement: intéresser des groupes de citoyens, tant comme participants que comme bénéficiaires.

Le Conseil n'a eu, au cours des six dernières années, aucune raison de modifier cette philosophie du développement. En vérité, à la suite des nombreuses assemblées et séminaires qu'il a tenus dans diverses parties du Canada, le Conseil a accentué la pression qu'il exerçait en vue d'un tel processus de développement: ceci avec les conseils régionaux d'aménagement, les associations bénévoles de développement, les chefs locaux et d'autres personnes qui se soucient des ressources et des possibilités rurales, tant physiques qu'humaines.

De Terre-Neuve à la Colombie-Britannique, à Pogo Island, Lévis, Gênes Park, Moncton, Winnipeg ou la Réserve indienne de Cowichan, partout où le Conseil a rencontré des chefs locaux, les principaux messages qui suivent lui ont été transmis en termes non équivoques, bien qu'exprimés de manières différentes:

de vivre dans les parties rurales du Canada. Ces personnes ont en fait éprouvé de sérieuses difficultés en raison de la physique de la croissance économique et de la nature de l'évolution sociale, telles qu'elles se sont présentées à la suite de ces politiques de développement.

Ce sont les populations rurales du Canada qui ont le plus subi les effets contraires des forces du développement technique sur lequel nos décisions en matière de développement se fondent dans une très large mesure. Il en résulte non seulement que leur avenir économique est incertain, mais aussi que leurs institutions et leur manière de vivre sont menacées. Dans un tel état de confusion, beaucoup de gens des campagnes sont obligés de se déraciner et de se déplacer vers les centres urbains. Il peuvent être détreux de participer aux activités économiques de ces villes, mais ils sont incapables de le faire car ils manquent de compétences industrielles et de faculté d'adaptation. Ils forment inévitablement le substratum du paupérisme urbain.

La conscience de ces difficultés et de ces soucis apparaît dans chacun des rapports et des propositions passées du Conseil canadien de l'aménagement rural, celui-ci ayant contracté un engagement envers les populations rurales du Canada. Et le Conseil a, à diverses reprises, attiré l'attention sur le fait que ces difficultés, de même que les inquiétudes des populations rurales, ne peuvent être éliminées ni même amoindries dans une mesure appréciable, tant que les politiques gouvernementales n'auront pas reconnu certains faits fondamentaux et certaines relations réciproques importantes, inhérents au processus de développement. Ces faits et ces relations sont en substance les suivantes:

Le développement devrait être en lui-même un processus planifié d'évolution, tant économique que social, établi à l'avantage des populations, afin d'élargir leur horizon économique et d'enrichir en même temps leur bien-être social. Le développement économique et le développement social sont ainsi inextricablement liés entre eux; ils constituent ensemble un processus de développement unique et indivisible, visant à servir des buts humains fondamentaux.

## INTRODUCTION

Les Canadiens ont constaté, depuis la fin des années 1950, que le gouvernement se souciait de plus en plus du développement socio-économique du pays, auquel il participait également de plus en plus, dans le but de guider la croissance économique et d'en répartir les avantages entre les populations de tout le pays.

En dépit de ce souci et de cette intervention accrue du gouvernement à tous les paliers, ce qui manque singulièrement, c'est un engagement de se consacrer à un réaménagement rural et à la revivification de l'organisation socio-économique du Canada rural. Les politiques et les programmes d'aménagement continuent d'être en général axés sur les villes; les décisions relatives à l'aménagement continuent de se fonder, dans l'ensemble, sur l'hypothèse traditionnelle que la croissance économique obtenue, grâce à l'application de techniques avancées et à des entreprises de grande envergure, créerait des emplois nouveaux et rémunérateurs pour tous les Canadiens. Les avantages du développement seraient de la sorte équitablenent répartis entre l'ensemble de toute la population, rurale et urbaine.

Un examen minutieux et attentif de l'évolution du développement au Canada, au cours de la dernière décennie, démontre avec netteté que ces hypothèses se sont révélées inexactes. Les avantages de la croissance sont restés hors de la portée de nombre de Canadiens, en particulier ceux qui ont choisi

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The Honourable Donald C. Jamieson,  
Minister of Regional Economic Expansion,  
Ottawa, Ontario.

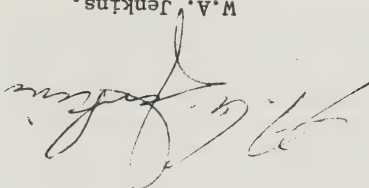
Dear Mr. Jamieson:

I have the honour of submitting to you the Fifth Annual  
Report and Review of the Canadian Council on Rural Development.

This report deals with certain aspects of development,  
which seem to us of fundamental importance, and attempts to define some  
principles for participatory approaches to rural development.

The Council acknowledges the new and innovative efforts of  
your Department to identify and develop new opportunities for rural  
Canadians. It is hoped that this Report will encourage your  
Department to further develop policies and approaches that enhance the  
quality of life of people who chose to live in rural Canada.

Sincerely yours,



W.A. Jenkins,  
Chairman.



## FOREWORD

This Fifth Report and Review documents the numerous experiences and conclusions of the Canadian Council on Rural Development with respect to regional development programs. It was written at a time when the Department of Regional Economic Expansion, to which the Council acts as advisor, was initiating both a new approach to regional development and a restructuring of its organization. Although the departmental changes were in the early stages of development and could not be made the focus of this Report's discussion, the Council is hopeful that they represent new opportunities for balanced regional development in Canada. Modifications in the Regional Development Incentives Act to provide incentives to smaller industries; more program flexibility under the coverage of General Development Agreements; and the greater access of people to decision-makers through decentralization, respond to suggestions made by the CCRD in this and other reports and have the potential to create new hope in rural Canada.

This Review is intended to be suggestive and exploratory, rather than critical or dogmatic. In essence, the CCRD's approach to development includes the enterprise and initiative of the people who are affected by and involved in what happens to our rural areas, combined with the resources made available by government and industry. CCRD holds that well-conceived and flexible policies, institutions and services should assist local people to release their own desire and energies for development. Therefore one of the principal objectives of this Review is to assist in improving the usefulness and flexibility of developmental policies in response to the real needs of people residing in rural or small urban communities.

The Council hopes this Review will encourage efforts to find further approaches to provide for balanced regional development; more positively and constructively, the Council hopes it will promote an active process of designing improved future policies in those Departments and agencies where changes have not yet been initiated.





Le CCAR soutient que des politiques, des institutions et des services souples et bien conçus sont essentiels si on veut aider les gens sur place à exprimer leurs désirs et à canaliser leurs énergies en fonction du développement. C'est pourquoi l'un des principaux objectifs de cet exposé est d'aider à rendre les politiques de développement plus utiles et plus souples afin de répondre aux véritables besoins des habitants des collectivités rurales ou des petites agglomérations urbaines.

Le Conseil souhaite que cet exposé encouragera les efforts en vue de trouver de nouvelles approches du développement régional; de façon plus positive et plus constructive, le Conseil espère susciter, au sein des ministères et organismes qui n'ont pas encore amorcé de changements, un processus dynamique de conception de politiques futures encore meilleures.

Le président du CCAR  
W.A. Jenkins



## AVANT-PROPOS

Le Cinquième rapport et exposé vient étayer les nombreuses expériences et conclusions du Conseil canadien de l'aménagement rural en ce moment où le ministère de l'Expansion économique régionale, après duquel le Conseil fait fonction de conseiller, adoptait une nouvelle approche du développement et amorçait la restructuration de son organisation. Bien que les changements projetés par le ministère en étaient encore aux premiers stades de l'élaboration et ne pouvaient par conséquent constituer le principal sujet de discussion du présent document, le Conseil espère néanmoins qu'ils offriront de nouvelles possibilités d'en arriver à un développement régional plus équilibré au pays. Des modifications à la Loi sur les subventions au développement régional visant à rendre ces dernières accessibles aux petites entreprises, des programmes plus souples sous l'enseigne des ententes-cadres de développement, des décisionnaires plus accessibles aux gens grâce à la décentralisation, voilà des changements qui rejoignent les propositions faites par le CCAR dans ce rapport de même que dans les autres rapports et sont porteurs de nouveaux espoirs pour le Canada rural de demain.

Plutôt que critique et dogmatique, cet exposé se veut pratique et ouvert à de nouvelles idées. En substance, l'approche du développement du CCAR implique la participation et l'initiative des gens qui sont touchés par l'évolution des régions rurales et y prennent part, compte tenu des ressources que le gouvernement et l'industrie mettent à leur disposition.



L'honorable Donald C. Jamieson,  
Ministre de l'Expansion  
économique régionale,  
Ottawa, Ontario.

Monsieur le ministre,

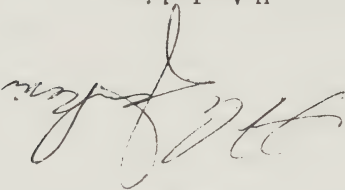
J'ai l'honneur de vous soumettre le Cinquième rapport et  
exposé du Conseil canadien de l'aménagement rural.

Ce rapport traite de certains aspects du développement  
qui nous semblent d'une importance fondamentale, et essaye de définir  
des principes pour des approches de participation au développement  
rural.

Le Conseil reconnaît les efforts nouveaux et innovateurs de  
votre Ministère afin d'identifier et de développer de nouvelles pos-  
sibilités pour les Canadiens ruraux. C'est à espérer que ce rapport  
va encourager votre Ministère à développer davantage des politiques  
et des approches qui rehausseront la qualité de vie des gens qui ont  
choisi de vivre dans le Canada rural.

Je vous prie d'agréer, monsieur le ministre, l'expression  
de ma haute considération.

Le président,



W.A. Jenkins



VALORISER LE CANADA RURAL

CINQUIÈME RAPPORT ET EXPOSÉ

CONSEIL CANADIEN DE L'AMÉNAGEMENT RURAL

OTTAWA





CINQUIÈME RAPPORT ET EXPOSÉ  
CONSEIL CANADIEN DE  
L'AMÉNAGEMENT RURAL  
OTTAWA 1973







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